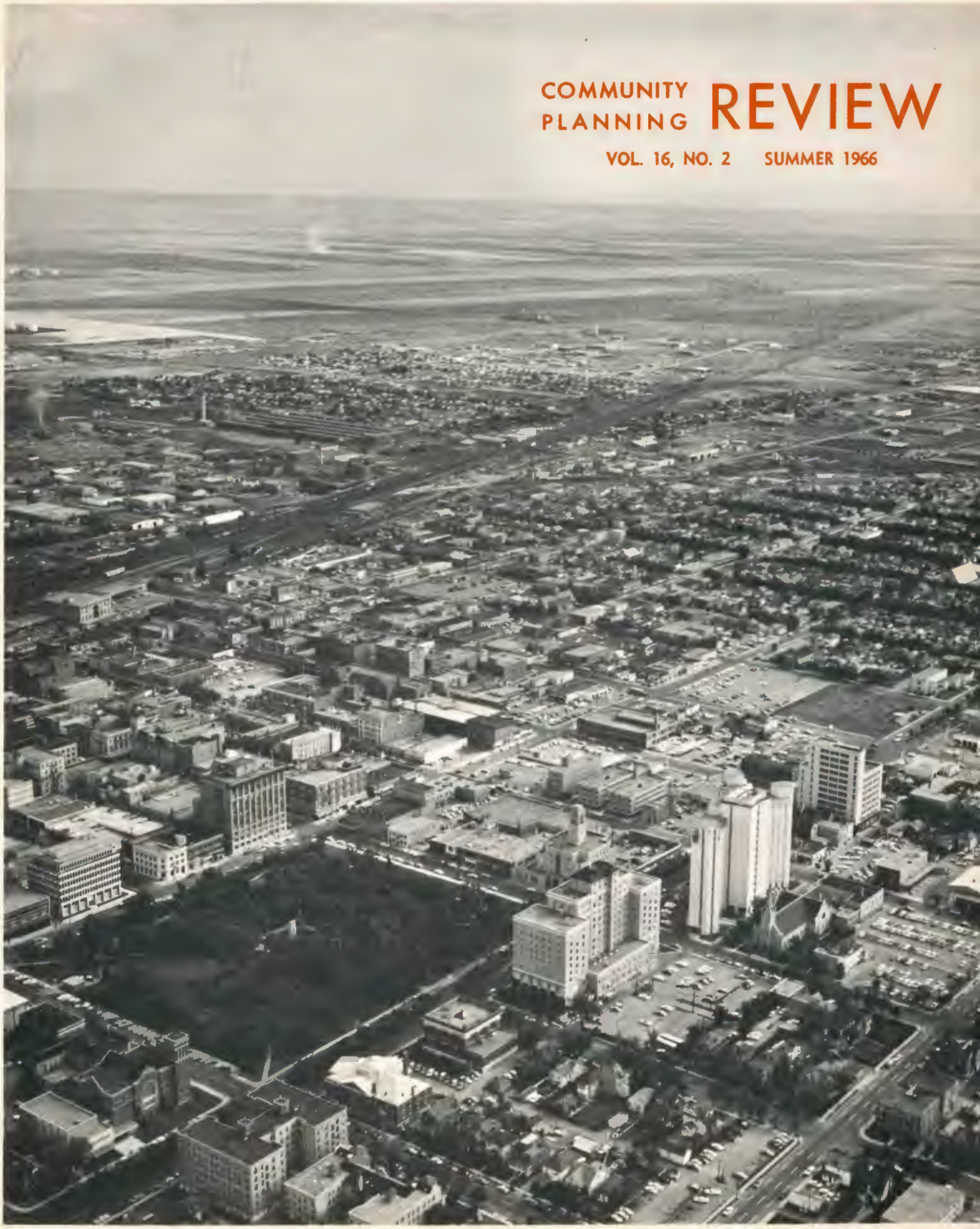
COMMUNITY PLANNING REVIEW

VOL. 16, NO. 2 SUMMER 1966



VOL. 16
NO. 2

Summer/Été 1966

COMMUNITY PLANNING REVIEW

editorial:

Two regional conferences concerned with the changing face of our nation will be sponsored this fall by the Community Planning Association of Canada. By thus replacing its annual national planning conference in 1966, CPAC expects to involve many more people in programs of vital concern particularly in the four Maritime and four Western provinces. Ontario and Quebec delegates are being invited to both gatherings.

"The Changing Face of Eastern Canada" is the theme of the three-day conference to be held in the Holiday Inn, Saint John, N.B., September 11-14: "The Changing Face of Western Canada" will be similarly probed at the Saskatchewan Hotel, Regina, Sask., October 23-26.

During the past 20 years, this Association has continuously been responsible for bringing together elected officials, professional planners and interested citizens at municipal, provincial and federal levels. The impressive list of participants who have agreed to take part in the Saint John and Regina meetings this fall attests to the high reputation CPAC has earned in this field of public service over the past two decades.

To the "outsider" it might seem strange that we thus pat ourselves on the back in this organization's official journal. The fact is that, except for a full-time paid staff of less than a dozen across Canada, all CPAC workers are volunteers who spend long hours of their spare time organizing such forums for their fellow-Canadians. Their rewards are the intangible ones of knowing that their efforts cannot help but produce better communities and, in the long-run, a better Canada for all our population.

Elsewhere in this issue we present some of the subjects, and the people who will discuss them, at the upcoming regional planning conferences. In drawing our readers' attention to them, we pay tribute to the conference committee co-ordinators, Mr. M. M. Somerville of Saint John and Mr. P. Haffner of Regina, and their respective committee members, for volunteering to arrange the myriad details on which successful meetings inevitably depend.

* * *

Next issue of the REVIEW will be devoted entirely to the publication of a booklet entitled "The Citizen's Role in Community Planning" by Stanley H. Pickett. It will be produced in both English and French and additional copies will be available for sale from CPAC's National Office.

Publication of Mr. Pickett's manuscript as a special issue of the REVIEW was decided upon at the last CPAC National Council meeting. The author was for some years advisor on community planning, Central Mortgage and Housing Corporation, and wrote this booklet especially for CPAC just prior to going into private business in London, England, last year.

A. T. PATON, Editor.

contents:

ARTICLES

3 WAR ON UGLINESS!/GUERRE A LA LAIDEUR!

4 WATER: IT'S USE AND ABUSE IN CANADA — Dr. A. E. Berry

9 FOCUS ON DOWNTOWN — J. E. Vance, Jr.

16 "THE CHANGING FACE OF EASTERN CANADA"

18 "THE CHANGING FACE OF WESTERN CANADA"

20 FONDEMENT DES RELATIONS PUBLIQUES — A. T. Paton

22 GRASS-ROOTS P.R. — A. T. Paton

24 THE HOUSING MARKET OUTLOOK — W. R. Kellough

DEPARTMENTS

29 NEWS, VIEWS AND NOTICES

30 PLANNING VACANCIES

30 CPAC NATIONAL LIBRARY

31 MASTHEAD AND POSTSCRIPT

COVER COMMENT

Regina, Sask., (front cover) and Saint John, N.B., (back cover) are host cities this fall for CPAC's western and eastern regional planning conferences, respectively. See pages 16-19 for further details.

—Photos courtesy West's Studio, Regina, and Canadian Govt. Dept. of Mines & Tech. Surveys.

War on Ugliness!

War was declared in Ottawa last April by more than 250 Canadian leaders attending the Centennial Commission's "Call to Action" Seminar on Community Improvement. Secretary of State Judy LaMarsh and Centennial Commissioner John Fisher sounded the clarion call.

The short-term objective: a more attractive Canada by 1967. The long-term objective: a more thoughtfully-planned and beautiful Canada in the years ahead.

Battle lines have been drawn, communications systems established and weaponry distributed. The latter includes a series of 12 Action Manuals—on subjects ranging from town centre improvement to farmstead beautification.

This summer the war on ugliness is being waged in communities large and small in all sections of the country. Already many encouraging reports of preliminary successes have been received at Centennial HQ (P.O. Box 1967, Ottawa). To help front-line troops fight the war, the following organization is in action:

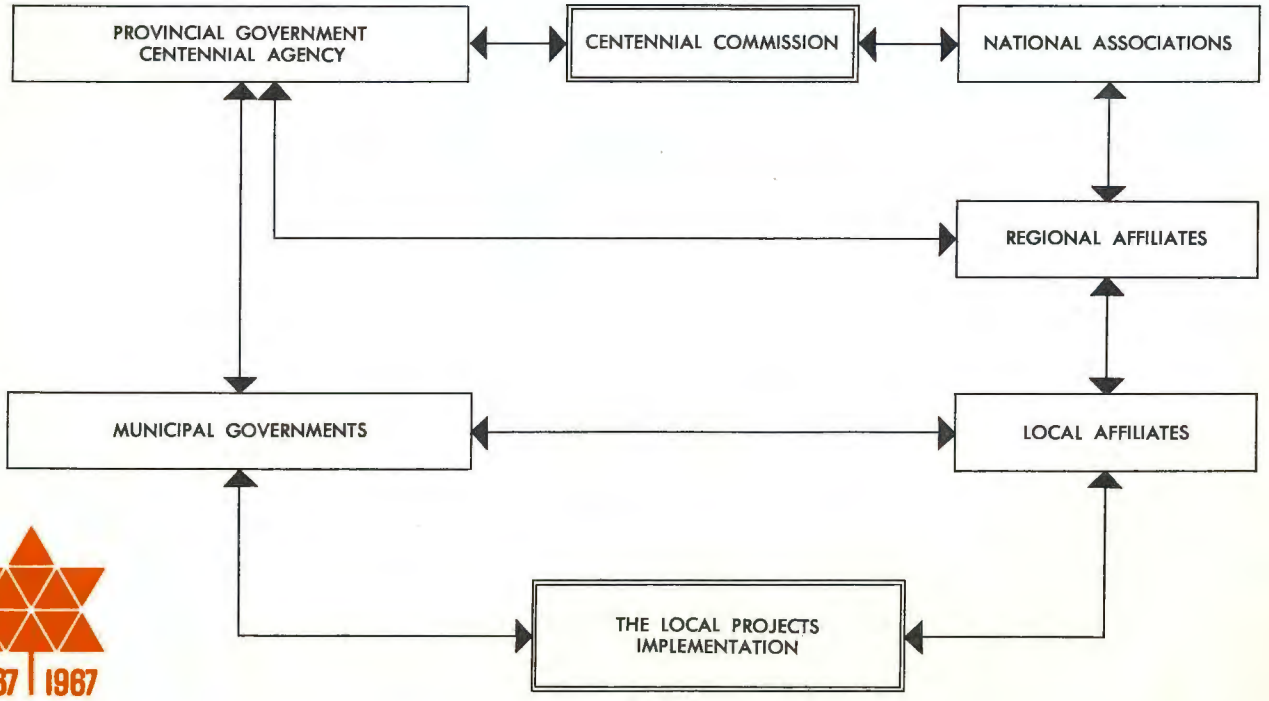
Guerre à la laideur!

En avril dernier, la guerre fut déclarée par plus de 250 dirigeants canadiens lors du séminar sur l'amélioration "Appel à l'action" de la Commission du Centenaire. Le secrétaire d'Etat, Mlle Judy LaMarsh, et le Commissaire du Centenaire John Fisher ont sonné la trompette.

L'objectif à brève échéance: un Canada plus attrayant en 1967. L'objectif à longue échéance: un Canada mieux planifié et plus beau pour les années à venir.

Les lignes de bataille furent tirées, les systémes de communications établis et les armes distribuées. Ces dernières comprennent une série de 12 manuels d'action sur des sujets variant de l'amélioration du centre urbain jusqu'à l'embellissement de la ferme.

Cet été, dans tout le pays, c'est la guerre à la laideur, dans les communautés grandes et petites, partout au pays. Déjà les Q.G. (Case postale 1967 Ottawa) du Centenaire ont reçu plusieurs rapports encourageants de succès préliminaires. Pour aider les troupes de front, l'organisation suivante est à l'action:



1867 | 1967

WATER:

its use and abuse in Canada

by Dr. A. E. Berry

Most Canadian communities ensure swimming pool water is properly treated. They're not so careful about dumping waste into rivers, such os the one below clogged with detergent foam.

— OWRC Photos

La plupart des communautés canadiennes s'assurent que l'eau des piscines est convenablement traitée. Elles ne prennent pas autant de soin au sujet des eaux sales évidées dans les rivières telles que la rivière ci-après encombrée d'écume de détersif.

Dr. Berry, who lives in Don Mills, Ont., is one of Canada's leading authorities on the subject of water resources management. Now president of the Conservation Council of Ontario and secretary-treasurer of the Canadian Institute on Pollution Control, he has been acting as special adviser to the intergovernmental committee preparing for the "Pollution and Our Environment" conference to which he makes reference in this article. Formerly general-manager of the Ontario Water Resources Commission, Dr. Berry currently serves as a national councillor of the Community Planning Association of Canada.

Le docteur Berry est l'une des autorités importantes au Canada sur le sujet de l'administration des ressources d'eau. Maintenant secrétaire-trésorier de l'Institut canadien sur la réglementation de la pollution, on a retenu ses services comme conseiller spécial du Comité intergouvernemental pour la préparation du congrès sur la "Pollution and Our Environment" auquel il se réfère dans le présent article. Le docteur Berry était autrefois directeur général de la Ontario Water Resources Commission; en ce moment, il est conseiller national de l'Association canadienne d'urbanisme et il réside à Don Mills, Ontario.

AT LAST Canadians are becoming concerned about our greatest national asset: water. For too long we have been prone to disregard or postpone any serious action on its control and conservation. The subject has been avoided until now it has become, on this continent, an international emergency.

Canada faces a new era in the management of its water resources. We have come to the point where public acceptance of water management programs must accompany today's technological advances if we are to guard our environment — both for ourselves and for future generations.*

Water is so common that we seldom think that it dictates the locations of cities and industries, that it nourishes all forms of vegetation, that it carries sustenance for all aquatic life, that it provides for health and recreation, as well as offering unchallenged beauty to our surroundings. These are some of its properties and functions. It has been a decisive factor throughout the history of human civilization, and it will be even more dominant in the future.

Our Heritage

Canada's water resources are a great national heritage given for our use and management. There is no more water in this country today than there was 1,000 years ago, and there will be the same amount 1,000 years from now. This must be accepted as a clear mandate for wise management, but what is the record of our stewardship with this great commodity? In many ways we have squandered our heritage, have permitted it to run away unused to the sea, we have polluted it with everything we didn't want, we have failed to plan adequately for the future, and we have shown the most laissez-faire attitude conceivable.

But the time has come when we are being forcibly brought to a realization of our actual position. These changes have been slow and insidious. They have come without fanfare or much public recognition.

*For elaboration of this statement, see "Water Resources for Today and Tomorrow", a pamphlet produced in March, 1966, to complement two TV programs on the subject broadcast over the CBC national network this spring in the '60's Series. This pamphlet, which costs 35 cents per copy, is available from the Canadian Association for Adult Education, 113 St. George St., Toronto 5. — Editor.

ENFIN, les Canadiens deviennent soucieux au sujet de notre plus grand actif national: l'eau. Pendant trop longtemps nous avons été enclins à ne pas tenir compte ou à remettre à plus tard toute action sérieuse au sujet de la réglementation de l'eau et de sa conservation. Le sujet a été évité jusqu'à maintenant et sur notre continent, il est devenu une urgence internationale.

Le Canada doit envisager une nouvelle ère dans l'administration de ses ressources d'eau. Nous sommes arrivés au point où l'acceptation publique des programmes de gérance des eaux doive accompagner les avancements technologiques d'aujourd'hui et nous devons sauvegarder notre ambiance — tant pour nous-mêmes que pour les générations à venir.*

L'eau est tellement commune que nous pensons réellement qu'elle puisse dicter l'emplacement des cités et des industries, nourrir toutes les formes de végétation, qu'elle porte la soutenance pour toute la vie aquatique, qu'elle assure la santé et fournit des occasions de récréation aussi bien qu'elle offre une beauté incontestée à notre environnement. Telles sont quelques-unes de ses propriétés et fonctions. Elle fut un facteur décisif dans toute l'histoire de la civilisation humaine et elle aura encore plus d'importance à l'avenir.

Notre Héritage

Les ressources d'eau du Canada sont un grand héritage national qui nous a été donné afin que nous l'employions et que nous en dirigions l'emploi. Il n'y a pas plus d'eau dans notre pays aujourd'hui qu'il n'y en avait il y a 1,000 ans et il y en aura à peu près la même quantité dans 1,000 ans. Ceci doit être accepté comme un mandat très précis afin que nous l'administrions sagement, mais en quoi consiste le dossier de notre gérance en ce qui concerne cette denrée importante? De plusieurs manières nous avons gaspillé notre héritage, nous lui avons permis de se perdre inutilement dans la mer, nous l'avons pollué de tout ce dont nous n'avons plus besoin, nous avons négligé de planifier suffisamment pour l'avenir et nous avons exhibé l'attitude de laissez-faire la plus dérogatoire.

*Pour une élaboration de cette déclaration, voir "Water Resources for Today and Tomorrow", une brochure publiée en mars 1966 comme complément de deux programmes de télévision sur le sujet, transmis sur le réseau national de Radio-Canada ce printemps, de l'émission, '60's Series. Cette brochure qui coûte 35 cents l'exemplaire est disponible de Canadian Association for Adult Education, 113 St. George St., Toronto 5.

1.

2.

3

1. Construction at Grand Bend, Ontario, of intake for Lake Huron Water Supply System. 2. Algae research in Lake Erie. 3. OWRC technician at work in Bacteriology Laboratory. 4. Gauging river water flow.

Photos courtesy Ontario Water Resources Commission.

1. Construction à Grand Bend, Ontario, de la prise pour les systèmes d'approvisionnement d'eau du Lac Huron. 2. Recherches sur les algues ou lac Erié, 3. Technicien OWRC à l'oeuvre dans un laboratoire de bactériologie. 4. Mesurant l'écoulement d'eau de la rivière.

Today's problems involve quantity and quality. Our water use is increasing rapidly, and the distribution of available supplies is a further difficulty, especially in the growth and industrial expansion in any area. Some inland communities are unable to meet their needs except through expensive pipe lines. The water runs away quickly and is not available when required. The City of London is in the midst of a program for bringing water from Lake Huron, St. Thomas is involved in a supply from Lake Erie, others will have to follow a similar practice.

Pollution Control

In the management of our water resources great emphasis must be placed on pollution control. Let us make the best use of the water we have. Urban centres will continue to grow, and industry will expand. We must, under these circumstances, gain control of water pollutants of all kinds.

Wastes arise from nearly every activity in which man engages. But how far can we go in washing clean this multiplicity of wastes so that they will be harmless? Do we possess the technological capacity to meet these requirements? Great progress has been made in waste treatment. Domestic sewage can be purified to the point where it is safe to drink. Industrial wastes are more complex. There are difficult steps yet to be taken to meet this ever-changing problem. Science has the technical capabilities virtually to shape any kind of environment we need. If the answers are not now clear, research will find them. These waste waters, fouled to a high degree, *can* be washed clean as a new garment.

Les problèmes d'aujourd'hui se rapportent à la quantité et à la qualité. Notre emploi d'eau augmente rapidement et la distribution des approvisionnements disponibles présente une autre difficulté particulièrement dans la croissance et l'expansion industrielles de toute région. Plusieurs communautés de l'intérieur sont incapables de répondre à leurs besoins sauf par l'entremise d'une canalisation coûteuse. L'eau s'écoule rapidement et n'est jamais disponible lorsqu'elle est requise. La cité de London est au beau milieu d'un programme qui lui permettrait de canaliser l'eau depuis le lac Huron; St-Thomas est impliqué dans un programme d'approvisionnement du lac Erié, et d'autres devront suivre leur exemple.

Dans l'administration de nos ressources d'eau, il faut placer beaucoup d'emphase sur la réglementation de la pollution. Faisons le meilleur usage possible d'eau qui est à notre disposition. Les centres urbains continueront de grandir, et l'industrie, de se développer. Nous devons dans ces circonstances, avoir la main haute dans la réglementation des polluants de tout genre.

Des pertes découlent d'à peu près chaque activité à laquelle l'homme se livre. Mais dans quelle mesure pouvons-nous rendre possible cette multiplicité de pertes afin qu'elles soient inoffensives? Avons-nous le pouvoir technologique de répondre à ces exigences? Quel progrès a été réalisé dans le traitement des eaux sales? Les eaux-vannes domestiques peuvent être purifiées au point qu'il est sûr d'en boire. Les eaux sales industrielles sont plus complexes. Il y a des mesures rigoureuses qu'il faut encore prendre pour répondre à ce problème toujours changeant. La science a virtuellement le pouvoir

4.

One very encouraging aspect of pollution control is the action being taken by the Canadian Council of Resource Ministers, an organization representing all the provinces and the federal administration. The Secretariat, located at Montreal, has done a great deal of work on resources management. A conference on "Pollution and Our Environment", planned for the first week of November at Montreal, will bring together administrative officials from all across Canada. They will be dealing with the pollution of air, water, and soil. Background papers have already been prepared, and will be published in advance of the conference. Delegates will be expected to set up guide lines for future action. They will point the way to the best methods for protecting our environment. The results of the conference should be a valuable step in securing public support for desirable programs.

Dead Lake

How easily our complacency can lead us into serious difficulties may be seen in the degradation of Lake Erie. This lake has been the recipient, particularly in the west end, of all kinds and great quantities of sewage and industrial wastes. Some of it is raw, some partly treated, and little fully treated. Everyone seemed to think that a body of water of such size, big enough to store the flow of the Detroit River for a period of nearly three years, could not be destroyed. We now know that this big source has been given a shattering blow.

The nutrients contained in these wastes and in the land drainage have built up to a climax. This eutrophication, as it is described in technical language, has resulted in a voluminous growth of aquatic plants, known mostly as algae. The wastes have acted as a fertilizer, with the

technique de former toute espèce d'environnement dont nous pouvons avoir besoin. Si les réponses ne sont pas claires maintenant, les recherches, les découvriront. Ces eaux sales, très fortement polluées, peuvent être délavées comme un vêtement neuf.

Un des aspects très encourageant de la réglementation de la pollution est l'action qui fut prise par le Conseil canadien des ministres des ressources, une organisation représentant toutes les provinces et l'administration fédérale. Le secrétariat situé à Montréal, a fait beaucoup de travail sur la gérance des ressources. Un congrès sur "Pollution and Our Environment", projeté pour la première semaine de novembre à Montréal, réunira des administrateurs de tout le Canada.

Ils traiteront de la pollution de l'air, de l'eau et du sol. Des publications d'information ont déjà été rédigées et seront publiées avant le congrès. Il incombera aux délégués d'établir des lignes directives pour toute action à venir. Ils indiqueront la manière de réaliser les meilleures méthodes pour la protection de notre environnement. Les résultats du congrès devraient être une mesure importante pour obtenir l'appui du public en ce qui concerne les programmes désirables.

Avec quelle facilité notre complaisance peut nous mener dans des difficultés sérieuses à une constatation qui découle de la dégradation du lac Erié. Ce lac a été le récipient, particulièrement à son extrémité occidentale, de toutes espèces et de grandes quantités d'eau-vannes et d'eaux sales industrielles. Certaines de ces eaux sont crues, d'autres partiellement traitées et très peu totalement traitées. Tout le monde semble penser qu'une étendue d'eau d'une telle dimension, suffisamment grande pour recevoir l'écoulement de la rivière Détroit pour une période d'environ trois ans, ne pourrait pas être détruite. Nous savons maintenant que cette grande source a reçu un dur coup.

Les éléments nutritifs contenus dans ces eaux sales et dans le drainage du terrain se sont accumulés jusqu'à un chiffre monumental. Cette "eutrophication", comme on l'a décrite en langage technique, a résulté en une croissance volumineuse de plantes aquatiques connues communément sous le nom d'algues. Les eaux sales ont agi comme engrais et les phosphates sont en tête de la liste des principaux agents offensifs. Ils proviennent des eaux sales domestiques et de plusieurs industries.

Un rapport intérimaire de la Commission conjointe internationale révèle qu'une croissance massive d'algues s'est présentée dans le lac sur une aire de plus de 800 milles carrés. L'oxygène en solution, si essentiel pour toute la vie aquatique, était en rareté aux niveaux inférieurs sur une aire d'environ 25 p. 100 de tout le lac. Une des recommandations de la Commission fut que des méthodes de purification de toutes les eaux sales devraient être utilisées pour réaliser l'enlèvement maximal possible des phosphates.

Le phosphate est absorbé par les algues pendant leur croissance. Lorsqu'elles meurent, les algues se décom-

phosphates being listed as the chief offenders. They come from domestic sewage and from many industrial activities.

An interim report of the International Joint Commission shows that massive algal blooms occurred in the lake, extending over 800 square miles of the surface. Dissolved oxygen, so essential for all aquatic life, was found to be deficient in the bottom levels in 25% of the entire lake. One of the recommendations of the Commission was that methods of purification of all wastes should be utilized to give the maximum possible removal of phosphates.

The phosphate is taken up by the algae as it grows. When it dies and decomposes the phosphate is given off, and the process starts all over again. Thus, the problem becomes a cumulative and very intense one. In a flowing river the fertilizer is carried forward, but in a lake it is likely to stay in place.

What has been and is happening in Lake Erie can occur elsewhere. These waters must receive liquid wastes, but it is our responsibility to see that they are well purified before discharge. There is the added concern whether this situation, once advanced, can ever be reversed and the good condition restored.

We have in Canada approximately 25 percent of the world's estimated 30,000 cubic miles of fresh water. But what have we been doing to manage it? There are still some large municipalities and industries that have for their entire existence dumped raw sewage and all their wastes into the nearest watercourse. In other instances the degree of treatment has been inadequate, and especially so in the light of modern requirements.

Costly Business

The only apparent reasons for this long-continued practice are costs and unwillingness to give priority over other projects to waste treatment. Municipalities are confronted with many expenditures. The taxpayer has certain preferences, and among these the construction of waste treatment plants is not likely to list very high in his assessment of what he wants. Industry, which has been prone to treat its wastes before the municipality does, must include the cost of the necessary treatment as part of the cost of the product. Will it not be cheaper to spend money for corrective measures and wipe out this cancer of stream pollution? It has been estimated that water pollution in this country costs Canada $485 million a year.

We must not overlook the fact that great progress has been made to date in the control of environmental pollution. Many sewage treatment plants have been built. Government agencies have been active. But against this has been our growth in urban population and expansion of industry. We need to run to keep even. By combining our technological capabilities with our desire to succeed, the complete solution to our difficulties is not beyond our means.

posent et les phosphates sont libérés, et le processus recommence, Ainsi, le problème devient cumulatif et très intense. Dans une rivière courante, l'engrais est emporté mais dans un lac, il est plus probable qu'il reste en place.

Ce qui s'est produit et se produit encore dans le lac Erié peut se produire ailleurs. Ces eaux doivent recevoir des eaux sales mais il nous incombe de voir à ce qu'elles soient purifiées avant que l'effluent soit déposé à la rivière. Il y a de plus le souci de savoir si cette condition, une fois avancée, peut jamais être renversée et le bon état du lac restauré.

Nous avons au Canada approximativement 25 p. 100 des 30,000 milles cubes d'eau douce du monde. Mais qu'avons-nous fait pour en réglementer l'usage? Il y a encore de grandes municipalités et industries qui durant toute leur existence ont déposé des eaux sales, crues et tous leurs rebus dans le cours d'eau le plus rapproché. Dans d'autres cas, le degré de traitement a été insuffisant, particulièrement à la lumière des exigences modernes.

Les seules raisons apparentes de cette situation soutenue depuis longtemps sont les coûts et l'absence du désir de donner la priorité au traitement des eaux-vannes sur d'autres projets. Les municipalités doivent faire face à de nombreuses dépenses. Le contribuable a certaines préférences et de celles-ci, la construction d'usines de traitement des eaux-vannes n'apparaîtra pas en priorité dans son évaluation de ce qu'il désire. L'industrie qui a été disposée à traiter ses eaux-vannes avant que la municipalité le fasse, doit inclure le coût du traitement nécessaire comme une partie du coût du produit. Ne serait-il pas meilleur marché de dépenser de l'argent pour apporter des mesures correctives et d'éliminer ce cancer de la pollution des cours d'eau? On évalue à 485 millions de dollars par année ce que la pollution d'eau dans notre pays coûte au Canada.

Notre position au Canada aujourd'hui est que, alors que nous avons une bonne quantité d'eau, il ne faut perdre aucun temps à développer des plans qui assureront une administration sage de nos ressources d'eau. Pour réaliser une réglementation totale de la pollution, il est nécessaire d'assurer un niveau plus élevé de traitement des eaux-vannes. Il nous faudra sans cesse nous protéger contre le danger toujours présent des demi-vérités. Il doit y avoir un rapport étroit entre l'homme de science et le public.

Nous ne devrons pas négliger de réaliser le fait qu'un grand progrès a été effectué à ce jour dans la réglementation de la pollution de l'environnement. De nombreuses usines de traitement des eaux-vannes ont été construites. Les organismes gouvernementaux ont été actifs. Mais à l'encontre de ceci, se sont présentées la croissance de notre population urbaine et l'expansion de l'industrie. Il nous faut courir pour être à la page. En combinant nos pouvoirs technologiques à notre désir de réussir, la solution complète de nos difficultés n'est pas au delà de nos moyens.

FOCUS ON DOWNTOWN

By James E. Vance, Jr.*

WHEN WE observe the metropolis as a whole, as if from a plane flying over it, perhaps the simplest way to find the downtown area is to look for the most diverse physical structure. The central area has normally the tallest buildings but also single-storey shops and seemingly vacant land that is used on occasion for parking. If the airborne observer is able to gain any impression of the use that is made of the buildings he sees, the same complexity strikes him.

It is in the core area that most urban uses are juxtaposed, leading social commentators to characterize the single-function suburb as drab and monolithic. Of course, the suburb is monolithic only in contrast with the city center, not in contrast to its outlying agricultural frame, but there can be little doubt that most people's image of the city is the diverse one of the downtown area.

Less obvious to simple observation is the diversity of background of the city's core. When we look at the business district and its surroundings we see activities that grow out of the present demands placed on the city and reflect the character of the present tributary area. But if we ask what ideas shaped the lots and blocks in the business district, or for that matter, what considerations put the business district where it is, the present alone cannot furnish us the answers.

The downtown of most cities was, in the beginning, the town itself, with the result that some parts were laid out to serve commerce but some were not. In the same fashion, the street pattern of central districts tends to have a diversity that makes free traffic flow difficult, not because our ancestors were miserly in

Aerial view of Winnipeg, with Manitoba legislative building in foreground and central business district to the right. — Photo courtesy Canadian Govt. Travel Bureau

**Mr. Vance is a research geographer of the central business district on staff of the University of California, Berkley. He was one of several distinguished experts brought together by CPAC's Manitoba Division to participate in a two-day seminar on city centre development in Winnipeg earlier this year. This is an edited version of his speech entitled "Forces in the Life of Downtown".*

their view of what a business district needed, rather they were too modest in their hopes for the city they founded. Even during the 90 years since Winnipeg was incorporated as a city, the conditions of mobility have changed so radically that they have joined with other forces to make the downtown historically complex.

The diversity of the city core comes also from the peculiar status of the central business district as the one area in the city that has traditionally; and continuously, been subject to rebuilding, even in the total absence of planning as we know it today. The value of central space, and the changing function of the core in an expanding and elaborating metropolis, have led to constant renewal and redesign of buildings, and even of large units within the core. Most cities are fortunate indeed that there has been this constant ferment in the downtown as it has created there a physical and stylistic collection that is missing in most other parts of the city. The occasional mistakes that show up in the buildings of the core are less depressing than the transient and uniform newness of the redeveloped area or the outlying shopping center. One may tire of a book but few tire of a library. And half the excitement of the downtown comes in its silent appraisal of our parents' and grandparents' thoughts, which again is more interesting than the thought of a single Saturday morning suggested by the typical outlying shopping center.

DYNAMICS OF GROWTH

Half the problems that we face in downtown areas today come from the very success of those areas in holding their own. The inadequacy of streets for the loads we put on them, the failure of buildings, or even full blocks, to conform to our notions as to the desirable urban pattern, and the presence of uses that we think demean our city—all can be related to the ability of the central area to maintain its position under a diversity of situations. Elsewhere in the city the problems are usually the spaciousness of neglect rather than the crowding of success.

Placed in such a context, it is clear that the downtown has two qualities that make understanding of its dynamics essential, but far from easy; here we have both the most complex segment of the city, and the most long-lived. And that longevity suggests to us that there we also have the one part of the city that we may fairly confidently assume will be important to our grandsons. Just as we can pick out our grandfathers' quirks in the Napoleonic buildings that frown bulbously over our main streets, and our fathers' up-to-date ideas in the slickly-rounded corners of modernesque car showrooms, our sons will probably wonder why we thought the surface texture of glass more interesting than that of any other building material, notably so in what will seem to them post-fluorescent times.

If we dealt with an industrial park or a housing estate, we might have the defence of rapid obsolescence, which stems from hustling technology, or from the expanding idea that a house is a machine for living that needs to be replaced on the same cycle as the drill-press. Only in central business districts do we have an articraft that we chip away at—to sharpen now and then, but never throw away.

Assuming, as I do, that there is such a thing as a normal structure for North American cities, and that these cities are shaped by similar forces, it seems reasonable to assume that conditions must be held constant for cities to be similar. Method of land holding, state of technology, attitudes toward the use of capital and resources, and general level of national income are such conditions. Widespread leasehold forms the city differently from small-unit freehold, and still more distinctly in contrast municipalization of land ownership. In the same way we must assume a very rapid spread of technological innovation to think that cities will be similar. Extensive observation of Canadian cities convinces me that the controls of development are sufficiently standard to allow the isolation of a system of general structural forces.

When we set out to understand the growth of downtown areas we may deal with the events in a particular city, or we may try to organize our knowledge so it will apply to a whole class of cities. I personally think that urban problems are nationwide and differ locally only in detail. Edmonton is being rebuilt along with Ottawa. My own work tells me that 10 years from now San Francisco will seem far more "quaint" than will Boston. So perhaps the place to begin our discussion is by abandoning parochialism and substituting an ecumenical view of urbanism.

THE SEVEN LIVES OF THE DOWNTOWN

(1) The Process of Inception

As a process, the inception of the city stands alone. Once done, obviously it can never be repeated. And yet the original siting of a town and the decisions that must be taken as to what scale and skeleton its first growth shall have, contain such pervasive influences on the future of the city that we must look at this incipient stage as the most important single force shaping cities, and more particularly, as the one force which is necessarily parochial rather than common to all cities in a particular region.

Admittedly, certain regional consistencies are typical in the process of inception. On the Canadian prairies the rapid expansion of the settlement frontier was associated with the building of railroads, which tended to make the point of attachment to the outside world in all these towns the railroad station. Road connections were later in origin and secondary in structural importance, a condition that contrasts sharply with the order of things in French Canada where the town was the creation of the road and the city

The changing face of downtown Ottawa: Parliament Buildings (top center) and Chateau Laurier (extreme right) are practically the only long-familiar landmarks. Giant excavation flanked by Elgin St., Confederation Square and Rideau Canal is site of $30 million National Art Center. Roxborough Apartment (left foreground) is being levelled to make way for National Museum. — Photo by United Press International

the creation of the juncture of several roads. The most obvious result of the single-point attachment in the prairie towns was the ease with which a grid-pattern town could be laid out when there were no fixed and well-traveled trails to interrupt its coherence.

Once beyond the original town-plat, growth normally takes place along alignments that were first external connections of the city. This employment of structures first created for another use is one of the great unbalancing forces in cities, which seem to be capable of change only through the deliberate rewriting of the past that comes with the process of redevelopment. Because the external connections of no two cities can be alike, once growth expands beyond the original town-plat the problems of urban disorder are great and distinct to each city.

The rewriting of the urban past comes through as it were "starting again". By massive destruction we succeed in cleaning the slate so that we may sketch a new "inception" for the city. It is in this context that the notion of urban renewal has its importance for us. Thus, the process of inception, though normally restricted to the initial phase of urban development, may, through the hand of redevelopment, be brought to bear a second time.

(2) The Process of Exclusion

Once any town has been founded, its residents normally wait impatiently for growth to take place. Such an expansion occurs in the frame of the former town and operates through the mechanism of the rent-gradient, under which a lot at the very heart of the city has the highest value and all lots grading out toward the edge of the city have successively less value. This means that the location of activities tends to be primarily determined by the rent-paying ability of the function. Similar activities tend to have similar abilities at rent-paying, so the high rent area of the city tends to become ever more exclusive in its content. Notably, housing is pushed outward and industry and wholesaling can remain at the center only in the depreciating zone of discard left in the wake of the geographical shift of the core of the downtown.

The agent of exclusion may be rent-paying ability but its results is the creation of the "downtown" or central business district as we know it. Before exclusion has time to accomplish its first resorting, the "town" and the "downtown" tend to be identical and somewhat unstructured. Once the grading mesh of rent has done its job, the central business district has both reality and structure as retail trade and various service functions can buy the more elevated slopes of the rent-gradient, leaving for the manufacturers, wholesalers,

and house-seekers the lower, less narrowly-limited slopes.

In the beginning, just after the preliminary sorting has taken place, the core tends to have a number of inherited buildings, built originally for housing, manufacturing, or wholesale trade. As these buildings are taken over by central business district functions they may either enjoy a continued life with a new function in an old form or they will, unit by unit normally, be reconstructed in form as well as function.

This, then, is the evolution of central use and buildings which must be distinguished from the revolution wrought by redevelopment. The evolution of the downtown is a cell-by-cell replacement, similar to the process in wood petrification, while the revolution of the core destroys the structure and uses only the chemical elements, disregarding previous structure.

Because exclusion of non-central functions is the result of a limitation in the supply of central land, evidence of the beginning of exclusion (as a structural dynamic) serves as a fair indicator of the shift of a city from a minor status to that of regional center. As most towns rise to the status of regional center first in retail trade, the process of exclusion shows up first in the retailing core, and only later in other functional areas. But the process applies to all activities given sufficient demand for land. However, as exclusion rests on the idea of the rent-gradient (and the concept of rent is not accepted mechanically where social values are concerned) we have tended, particularly in housing, to substitute restrictions on use for the monetary controls that work to make the downtown largely a selling and service area. The concept of exclusion is consistent, but the agency of its accomplishment may be varied.

Exclusion stands as an essentially negative element in the shaping of the downtown; it throws things out but it does not in itself reform the structure of the city. But the same general forces that worked to reserve the downtown primarily for selling and service also worked to create a completely new structure within the core.

(3) The Process of Segregation

Another aspect of location is association. Most things stand in relation to other things and the links between the two may be as important as the outright location. Thus, the tie between a shoe store and a department store is such that the shoe merchant will pay not only for a central site but also for a close linkage with the department store. Exclusion drives uses away from the center but segregation drives groups of uses apart, not necessarily at a greater distance from the center and out of the downtown.

The downtown area differs from any other section of the city in its longer history, but that historical continuity is not mere chance. The manner in which the downtown functions is medieval in many ways. The linkages within the core are often on foot, which places an upper limit on radial extension of establishments that are linked together. This is not the same as saying there is an absolute size above which the downtown cannot go. We have not reached such a ceiling if one does exist. The salvation of the downtown is the ability it has to segregate functions into coherent subdistricts which are manageable in size and shape, whatever the lack of control we may feel with respect to the full downtown.

For example, the financial district of a city can grow only to a certain size before internal segregation takes place, separating the full array of establishments into groups with shared linkages. In New York we find the stock-exchange district around Wall Street, the ship company area on Park Row, advertising several miles away on Madison Avenue, and corporate headquarters, other than those noted, on Park Avenue. This is not a phenomenon of primate cities alone; San Francisco has similar divisions of the financial district and I am sure that Canadian cities do as well. Although in most cities the sub-districts adjoin, there is no absolute need for them to do so, as New York or London show.

As the cluster of any particular type of activity in the core grows, the chances for segregation increase, which in turn may preëmpt downtown space and cause other activities to think of moving out of the downtown. Turned the other way 'round, if a great amount of activity is found in the core, it may ultimately completely exclude any other central business function. The financial district of lower Manhattan is a case in point.

When a firm discovers that it stands as a self-contained unit with relatively few or unimportant external linkages, it may consider moving outside the downtown. Such a move will normally save the firm money as the site selected will be found somewhere down the slope of the rent-gradient. A similar segregation of retailing shows up in the spinning off of specialty shopping. In several cities the high-price specialty shopping area is completely unlinked to the regular shopping district, and essentially outside the downtown, having strong internal ties but links of little strength with the rest of the downtown.

Finally, the process of segregation begins to produce a city for which planning has meaning. Before separate functional districts come into being, the problems facing downtown areas are primarily architectural but once we begin to deal with large interacting functional units, architecture becomes derivative and design begins as spatial planning.

(4) The Process of Extension (Proruption)

The assumption on which we have been operating so far calls for minimizing the radial extent of downtown activities. When we look at business districts formed even as late as 50 years ago we find circular edges and a high degree of compactness. But after 1918 business dis-

tricts began to grow outward in long thin alignments along arterial streets. (Residential land use reflected this type of growth, pushing in tongues into the open country. Before the First World War the typical business district was a compact unit at the focus of routes, whereas the typical residential area was a bead on a string shaped by suburban rail lines.) The shift to linearity came with the introduction of individual mobility in cities. For certain activities access to the mobile rather than the clustered population became the desire.

The growth of the downtown through extension came when some things we now take for granted were new. The sale of automobiles, of food in composite markets, of meals and drink in the suburbs, and of business machines and equipment were introduced in this dawn of mobility. The businesses tended to be set up on those streets that lay in the van of the advance of the downtown, in what we have called the zone of assimilation where style was higher than the rent. In the 40 years since that dawn the arms of downtown-use have grown long and strong. No longer can we think of the core as a completely compact area. Along certain streets there are now distinct land-use districts that represent segregated clusters of activity, which may serve the whole metropolis. Business services and equipment seek such locations as do automotive sales.

(5) The Process of Replication and Readjustment

As the city grows outward, certain of the central functions tend to show up in outlying areas. These replicas occur most often in outlying shopping centers or in massive headquarters offices. As concern here is for the downtown, the importance of replication for us is not these clusters of activity in the vast suburban reaches of the metropolis but the influence that they exert on the city center. That influence may be summed up under the dynamic of readjustment.

In the past, readjustment has been a part of the normal change in the city core but that change came both slowly and in terms of discernible shifts in national economy and culture. Today, readjustment in the central business district must be an adaptation to the secular shifts in disposable income, style, and technology and merchandising that have always affected the downtown, and the quite sudden changes in the locale of shopping and service demand within the metropolis. The slow demise of the "dry goods store" is an example of the first change, whereas the rapid and painful collapse of the small grocery store and meat market on the introduction of outlying supermarkets illustrates the second type of readjustment.

Conditions vary among cities, though certain situations are common. The abandonment of movie theatres, of downtown auto showrooms, of centrally-located food stores, of older rental offices of large corporations, and of central hardware and furniture stores is widespread. The cause of abandonment may differ but the effect on the downtown is similar and the result not of secular economic change but quite rapid development of new facilities in outlying areas.

When a single unit of space is vacated in the downtown, no long-term effect may be felt; but when a number of adjacent uses remove themselves within a short time, urban decay may be critical. In the case of wholesale districts the rapid changes in transportation technology and business organization have caused a number of large firms to shift location over a very short period of time. Sometimes attempts are made to "fill up" the space va-

Rockland shopping center in suburban Montreal is typical example of the "process of replication". It is situated off Metropolitan Boulevard (foreground) in Town of Mount Royal.
— CMHC Photo

cated, but to do so from firms similarly subject to technological change is a pretty sorry palliative in a situation where careful analysis is called for.

There is another readjustment that does not have a direct structural expression but which will ultimately require rebuilding. This is the change in merchandising which comes from the creation of replicas of the downtown in outlying shopping centers. The goods sold in the suburbs will differ considerably from those sold in the main store and ultimately the tendency will be, within the single firm, to apply the dynamics of exclusion and segregation, casting off certain functions from the main store and concentrating them in the suburban branch.

What influence will the growth of the downtown replicas in the suburbs have on trade flowing into the metropolis from its rural hinterland? So long as the main store and the branch stock the same goods, this contest will be in earnest. And the more distant from the downtown outlying shopping centers become, the more real will be the competition. The trip from a farming community 50 miles from the city core may be significantly reduced if an outlying center 15 miles from the core is substituted. As cities grow in areal extent, they approach each other, so the competition among individual cities is made much more complex with these orbitting satellites around each planet of retail gravitation.

The strain of keeping up is beginning to show with downtowns that lack the relative weight they once had. In such a situation the hierarchical trend continues but it forces more specialized purchasing into a few very large cities and leaves a vast array of quite standard and mediocre centers which can pull customers only weakly, even in competition with what were formerly much less impressive shopping towns.

The realization that trade can be carried on successfully outside the downtown has greatly influenced the rent-gradient. The core has lost relative elevation, and in cities that have experienced strong external replication, the core may not have a market for all its land. Some cities have passed beyond the stage of exclusion to that of readjustment and outright areal contraction. Part of the problem is local competition but another part is an increased intermetropolitan competition introduced by greater individual mobility. Perhaps the future dynamic will be the segregation of retail or service functions among distinct cities rather than within the single city. Where inter-urban distance is not more than 50 miles the movement to another metropolis may be as easy as the movement across the home metropolis.

(6) The Process of Redevelopment

This is both the most powerful influence on cities today and the one most favored by large numbers of planners. There is a neatness and certainty in redevelopment that is missing in the other dynamics that work in the downtown. The financial and operational controls furnished through redevelopment avoid questions of property rights, notably development rights, that plague other efforts to reshape the city through civic design. But two dangers lie hidden in a casual application of the process of redevelopment. The first danger comes from the denial of geographical shift in cities, which seems on the face of it to be a worthy objective as abandonment suggests defeat and decay. The main rub comes over the question whether the provision of particular facilities will effect the end sought. If, for example, we set out to supply new office buildings in the center of a city where replication is widespread, and many firms are moving to take up peripheral sites, the effect of the new offices at the center may be felt mainly on other office properties in the core, not on the new offices in the suburbs. Few cities show a willingness to accept change, expect for the better, in their redevelopment. Thus, the slum is replaced, not by low-income housing, but by middle and high-income housing and apartments for the conditionally prosperous. No doubt a change is worked but only at the expense of the next most vulnerable district in the city.

The second danger that attends a casual use of redevelopment is one that disturbs geographers perhaps more than others. This is the tendency to equate environmental change with social and intellectual improvement, and to argue that we may live in an area in psychological health only if it is "modern" and "well planned". The geographer's concern comes from the recollection of the former seeming simplicity of his own field when it was felt that the environment totally determined what man did and how he did it. That simplicity accepted direct causal ties between the physical environment and human activity — a dubious assumption.

In urban affairs there is danger in settling for physical solution of complex problems. Physical planning aids health but it does not stamp out social problems, as New York's housing projects demonstrate. Both a more honest and a more compelling reason for good physical planning lies in the improvement of the aesthetic qualities of cities, which we may well enjoy even if we are no less bad for that enjoyment. But so long as the popular mind equates the improvement of the urban physical environment with the solution of problems, it is difficult to find the rational scale to limit the use of the vast and frightening power of urban redevelopment.

(7) In the End, a City of Realms

For a long time students of urbanism have assumed the existence of hierarchical relationships within the city, whereby the downtown was the zone of supreme importance and all other districts sorted themselves into ranks of decreasing eminence. The result was a rather simple economic determinism, under which the rent-gradient was used to measure urban importance and rights. A subsidiary

idea was that all uses would chose to locate at the core if they could only afford the rent.

Up to a point these ideas can easily be supported. In the relations between the metropolis and its tributary region there is little doubt that the city core is the focus of attention and the visitor seldom ventures far outside the downtown into the less clearly mapped frontier in the suburbs. And in the past the wholesaling function that bulks so large as the link with the trade area was also clustered around the downtown so buyers coming to town could similarly focus at the center. But the rapid growth of cities and the even greater expansion and elaboration of their functions have been reflected more in the internal structure than in the external ties.

So long as the main support for cities lay in trade with a tributary region, the downtown was alike the focus of the town and of the country. But once the functions included more manufacturing, more service activities, and a larger proportion of non-basic support, the focus of the metropolitan population shifted from complete identity with that of the tributary population and a city of realms began to emerge in which no one district assumed the paramountcy that had held true in earlier times.

I suggest that the system of dynamic processes outlined above is no longer valid in the simple form presented. The major final force that must be noted is tied up with the creation of a city with many cells and without the strong hierarchical ranking that formerly held true. Particularly as a city grows in size, it becomes more probable that the resident will live his life largely in only a part of the metropolis rather than in all of it. Even though he has high mobility, he will only use it if he must and will encourage duplication of facilities that are found elsewhere as near his home as possible. Thus, the process of inception, of exclusion and segregation, and of extension will be brought to bear on the development of downtown replicas.

What, then, is the future of the downtown itself? I think the answer is clear, if as yet undetailed. The downtown will continue to be of extreme importance and to serve highly specialized functions. It certainly will remain the center of specialized and mass shopping, but only for that population for whom the downtown is the most convenient place to shop. The center will continue as the nexus of financial operations as much because financial operations are still medieval in linkages as for any other reason. And, the downtown will become the district of civic consciousness and urbanity, the one place in the city where the emphasis will be on the size and complexity of the urban form. Government and culture are the two functions which profit most from the symbolic status of the downtown so I expect that this will be their home.

This symbolic nature of the downtown suggests a final development that we may see come to pass. In the city as a whole the last 40 years have witnessed the determined effort of civic leaders and planners, and of plain homeowners, to shape a city of distinct but neatly specialized realms. Their success has been so great that only one area remains which conveys to us the complexity and excitement that arrived with the urban revolution in the 15th and 16th centuries. That area of urban synthesis is the downtown. In the past we have called it the central business district but that term is hardly adequate today. There is "central business" all over the city at the same time that there is only one "downtown". The distinction rests with the diversity and its outward aspect, urbanity, which exists only in the downtown. It becomes the symbolic summation of the whole city whose loss would leave only a metropolis of realms.

Because we could not create a downtown today, not in totality, we should realize its unique appeal, and not allow it to be made into the image of the simple realms that ring it. If the city is to be made up of consciously structured environments, we must understand the way the downtown came about. That has been our purpose here. All that remains to be said is the appeal to you to plan for complexity in the downtown, allowing some "mistakes" to survive because they may seem less clearly misguided to our children. Just as we have grizzlies in our national parks because we cherish the natural environment, we should have the past in our downtowns to make clear each generation's elation in producing greatest conscious creation.

Past and present blend in downtown Montreal. Garden Cafe is framed by (l. to r.) Sun Life Bldg., Place Ville Marie, Queen Elizabeth Hotel and Mory Queen of the World Cathedral. — CMHC Photo

Saint John to Host Eastern Regiona

SAINT JOHN, N.B., Canada's first incorporated city (by Royal Charter in 1785), is currently conducting a large-scale urban renewal program. This is but one of many examples of "The Changing Face of Eastern Canada"—the theme of CPAC's regional planning conference to be held in that historic city September 11-14, 1966.

Those attending will see numerous reminders of early Canada during their bus tour of Saint John, a Sunday-afternoon prelude to the conference opening in the Holiday Inn. They will conclude their stay with a conducted visit to the seaport's urban renewal areas.

Top: Martello Tower, a fortress built in 1812, now is used as a military museum.

Center: World-famous reversing falls at high tide.

Bottom: Loyalist House, built in 1810, has been restored to early 19th century furnishings.

— Photos by T. Clifford Hodson, Saint John, N.B.

The Association's national council has scheduled its semi-annual meeting there prior to the conference. On Monday evening, September 12, CPAC's annual general meeting will be held in the same location. Both will be presided over by Dr. Harold Baker of Saskatoon, CPAC's national president.

Conference chairman is Mr. John D. Cunningham, a native of Saint John, who rose through the ranks of the New Brunswick Telephone Company to become its vice-president, operations, last year.

After Saint John Mayor Stephen Weyman officially welcomes the delegates to his city Monday morning, two full days will be spent developing the conference theme. Prominent speakers from several eastern and central Canadian centers have agreed to lead panel and open discussions.

Mr. Malcolm Somerville, chairman of Saint John's urban renewal commission, is CPAC conference co-ordinator. His committee chairmen include: Mr. Andrew G. Watt, finance; Mr. Donald Buck, field trips; Mr. Harry S. McCleave, publicity; Mr. Ray E. Thompson, publications; Mr. A. R. Hughes, exhibits; Mr. W. H. R. Smith, entertainment.

"The Tools of Planning" is the title of the first of several panel discussions on the program. Professor D. Shadbolt, director of the School of Architecture, Nova Scotia Technical College, Halifax, will moderate this panel, composed of Messrs. M. J. Bacon, partner in a Toronto firm of consulting engineers and town planners; N. Pearson, town and country planner from Hamilton, Ont.; and W. P. deSilva, regional planner from Halifax-Dartmouth.

"The Mechanics of Planning" is the subject of a round-table discussion to be moderated by Professor R. Graham Murray, of Dalhousie University's Faculty of Law. Panelists are Prof. A. M. Stevens, University of New Brunswick, Dept. of Civil Engineering,

Planning Conference, Sept. 11-14

Fredericton; G. Henson, director of Dalhousie's Institute of Public Affairs; and W. A. G. Snook, director of planning for the municipality of Halifax County.

"Planning in Eastern Canada" will be discussed by a panel composed of moderator M. Zides, director of Metropolitan Saint John Town Planning Commission; Messrs. E. G. Allen, deputy minister, and H. E. Tait, director of planning, New Brunswick Dept. of Municipal Affairs; W. E. Moseley, deputy minister, and R. S. Lang, director of community planning, Nova Scotia Dept. of Municipal Affairs; and J. T. Allston, director of urban and rural planning, Newfoundland Dept. of Municipal Affairs and Supply.

The Atlantic Development Board will be explained by its chairman, Mr. I. M. MacKeigan, of Halifax. Mr. J. R. O'Dea, of St. John's, Nfld., president of the Atlantic Provinces Economic Council, will explain his council's operations.

"Renewal and Rehabilitation in the Atlantic Provinces" will be discussed by this panel: moderator J. A. Houston, CMHC regional supervisor, Halifax; panelists T. John, city planning officer, St. John's, Nfld.; D. Buck, urban redevelopment officer, Saint John, N.B.; and A. Brass, consulting engineer and town planner, Toronto, Ont.

"Pollution — a Potential Crisis" is the subject of the concluding panel session. Dr. J. S. Bates, chairman of the New Brunswick Water Authority, Fredericton, will lead this discussion; assisted by Messrs. H. W. Walters, director of hunting and fishing development, Newfoundland Dept. of Mines, Agriculture and Resources, and J. W. Affleck, managing director, Acadian Distillers Ltd., Bridgetown, N.S.

Preliminary programs and advance registration forms are available from CPAC National Office and any division or branch of the Association.

CPAC's national executive committee prepares for 1966 annual meeting (l. to r.): Vice-presidents R. Lemieux, Arvida, Que., and R. Grahom Murray, Halifax, N.S., and President H. R. Baker, Saskatoon, Sask.

J. D. CUNNINGHAM

M. J. BACON

N. PEARSON

W. P. de SILVA

G. HENSON

W. A. G. SNOOK

M. ZIDES

E. G. ALLEN

H. E. TAIT

W. E. MOSELEY

J. T. ALLSTON

J. R. O'DEA

J. A. HOUSTON

D. BUCK

A. BRASS

J. S. BATES

Western Regional Planning Conference: Regina, Oct. 23-26

D. ROBLIN

S. L. BUCKWOLD

REGINA, variously known as the "Home of the Mounties", the "Center of Inland Canada" (and originally "Wascana"—as the white man pronounced the Cree Indian word for "Pile O Bones"), in 1883 was christened its present Latin name for queen by Princess Louise, daughter of Queen Victoria.

Capital of the Northwest Territories before Saskatchewan was formed in 1905, Regina has been the seat of government for Canada's wheat province for 61 years—growing meantime from a population of 3,000 to close to 130,000 today. Strategically situated mid-way between the Pacific Coast and the head of the St. Lawrence Seaway, this booming industrial and transportation centre is a logical site for CPAC's regional planning conference on "The Changing Face of Western Canada", to be held October 23-26, 1966.

Chairing the conference will be Mr. Sidney Buckwold, prominent Saskatoon businessman who was mayor of Regina's sister-city for more consecutive years than any other Saskatoon chief magistrate (1958-63). Mayor H. H. P. Baker of Regina and Mayor E. J. Cole of Saskatoon will officially welcome the delegates at the opening ceremonies Monday morning.

Premier Duff Roblin of Manitoba will give the keynote address on the conference theme, which will be developed later in the day at a round-table session moderated by Dr. Harold Baker of Saskatoon, CPAC's national president.

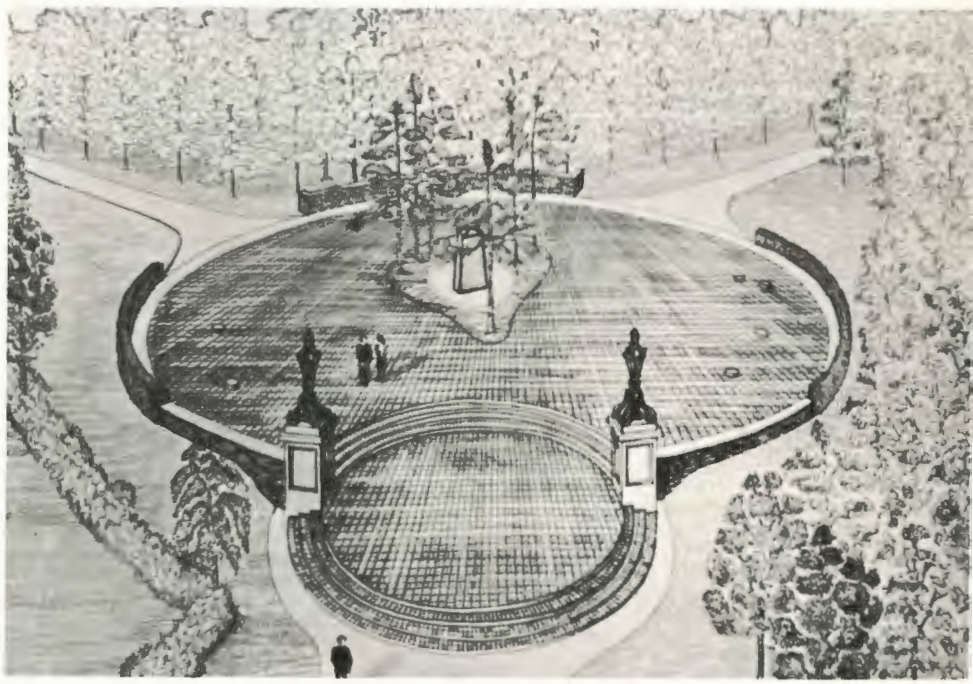
Saskatchewan Premier Ross Thatcher has been invited to speak at the conference dinner Tuesday evening.

Two tours have been arranged—one to start and one to conclude the program. Sunday afternoon delegates will tour the City of Regina by bus, and Wednesday they will be conducted through the Wascana Center. Bounding the shores of Wascana Lake in the heart of the city, this lovely 1,300-acre, man-made oasis is becoming the center for government, higher education, visual and performing arts, active and passive recreation. Its physical appearance is in sharp contrast to the miles of flat prairie land surrounding Regina.

"The Effect of Industrial Development on Communities" will be examined by a panel consisting of moderator D. L. Makale, Edmonton planning

This red granite fountain, which originally stood in London's Trafalgar Square, was installed in 1963 east of the Legislative Building.

Speakers' Corner, officially opened in April, 1966, by Earl Mountbatten of Burma, is another reminder of London in the evolving Wascana Center grounds. Lamps on entrance pillars came from Hyde Park; surrounding birch trees from Runnymede Meadow near Windsor Castle.— Sask. Govt. Photos



H. R. BAKER

D. L. MAKALE

G. D. O'BRIEN

J. E. OBERHOLTZER

W. H. YOUNG

D. SOUTH

K. SMITH

consultant; G. D. O'Brien, Canadian Utilities Ltd. director of public information, Edmonton; J. E. Oberholtzer, Alberta deputy minister of industry of development; and W. H. Young, Sherritt Gordon Mines Ltd. vice-president, Fort Saskatchewan.

"B.C.'s Regional District Legislation" will be the subject of the second morning's first session. Mr. Don South, director of the regional planning division of the B.C. municipal affairs department, and Mr. Ken Smith, director of finance of that same department, are coming from Victoria to lead this timely discussion.

Later that morning delegates will hear Messrs. E. A. Poyser, Manitoba's provincial ARDA co-ordinator in Winnipeg; Lee Pratt, western regional director of ARDA, Regina; and H. A. Willems, Saskatchewan department of welfare's director of regional services, discuss the subject "ARDA in Action".

In the afternoon "What's Happening in the Small Town" and "Requirements for Recreational Resource Development" are the topics. Mr. David G. Henderson, director of planning for the Manitoba municipal affairs department; Mr. N. Rosenberg, town clerk of Melfort, Sask.; and Mrs. E. E. Barry, town clerk of Carrot River, Sask., will lead the panel discussion on small town problems.

The pros and cons of apartment development will be aired Wednesday morning, with another distinguished panel of speakers on the platform. Mr. K. L. Tegart, Regina community planner, will moderate the panel consisting of Messrs. Frank Sojonky, Wascana Centennial project director; G. B. Graham-Smith, CMHC Regina branch architect; and A. H. Hosie, Regina real estate businessman.

Preliminary programs and advance registration forms can be obtained from CPAC National Office or any division or branch of the Association.

E. A. POYSER

L. E. PRATT

H. A. WILLEMS

N. ROSENBERG

MRS. E. E. BARRY

F. SOJONKY

A. H. HOSIE

Conference Committee (l. to r.): A. M. Campbell, exhibits; Mrs. J. R. Hoag, publicity; P. Haffner, co-ordinator; C. W. Pool, Sask. div'n president; H. Salter, finance; P. Hleck, publications. Missing from photo: Mrs. D. H. Evans, ladies' program; Miss J. Downing, field trips; J. P. Melin, entertainment.

— Photo by West's Studio, Regina

Fondement des Relations Publiques

par A. T. PATON,
Rédacteur, Revue d'Urbanisme

"ACU? De quoi s'agit-il? Je n'en ai jamais entendu parlé."

Cette réaction trop commune que la plupart des Canadiens envers l'Association Canadienne d'Urbanisme ne signifie pas que l'ACU a été inactive, ni indifférente aux problèmes des communautés croissantes du Canada. Mais cela prouve quand même que nous n'avons pas réellement fait beaucoup en ce qui concerne les relations publiques dans le pays au cours de nos 20 années d'existence.

Avant que vous vous arrêtiez de lire ceci, en le mettant de côté comme s'il s'agissait tout simplement d'une autre tirade de généralités, pensez un moment à cette dernière réunion publique commanditée par votre succursale. Rappelez-vous celle où une commission très bien choisie d'experts bien connus à attirer un auditoire record pour discuter du sujet le plus piquant en ville: le programme projeté de rénovation urbaine.

Vous et les autres membres de l'ACU rendez un réel service à la communauté en préparant cette réunion — précisément ce à quoi pensaient nos fondateurs de l'Association en 1946 lorsque notre charte fut tracée. Mais, comme il arrive trop souvent, les rapports de la presse et de la radio sur cette réunion, le jour suivant, ne mentionnaient même pas le nom de l'Association commanditaire; votre succursale n'a admis aucun nouveau membre ce soir-là, même si les ¾ de l'auditoire n'étaient pas membres de l'ACU; en fait, le directeur exécutif de votre succursale fut très découragé parce qu'une poignée seulement assistait le mois suivant à votre réunion d'affaires régulière.

Ne soyez pas offensés parce que nous avons parlé de votre succursale à titre d'exemple. Le fait est, nous ne l'avons pas réellement fait; cette situation est malheureusement commune d'un bout à l'autre du Canada. Un nombre de membres comparativement restreints, sincères et dédiés à la cause, tous des volontaires dans cette organisation de citoyens, font un travail merveilleux de toute manière sauf de faire connaître l'ACU du public.

Considérons un peu la réunion mentionnée ci-dessus et voyons ce qui aurait pu être fait pour valoir à l'ACU la réputation qu'elle mérite (qui est une manière concise de définir les relations publiques).

Publicité préalable

Votre comité des programmes a certainement fait un bon travail en choisissant le sujet et les membres de la Commission d'étude. Le fait que la salle était remplie de personnes désireuses de participer à la discussion, prouve ce point. Mais pourquoi dans la publicité préalable, n'a-t-on pas donné à votre succursale son dû?

"Bienvenue aux invités avec un sourire aimable et un dépliant d'information, ACU."
Illustration par J. Blache.

La plupart des postes de radio et de télévision et des journaux accordent du temps libre ou de l'espace aux événements communautaires qui s'annoncent, particulièrement du genre que l'ACU commandite. La prochaine fois, assurez-vous qu'ils reçoivent tous les faits et qu'ils sachent qui les leur a donnés. Les rédacteurs sont des personnes occupées mais ils apprécient tout communiqué conçis à double espace et qui requiert à peu près aucune, sinon très peu de révision. Ecrivez votre nom et votre numéro de téléphone sur la page; si le rédacteur requiert plus d'information, il vous appellera mais les chances sont qu'il ne s'en occupera pas s'il n'a jamais entendu parler de l'ACU ou s'il doit chercher dans l'annuaire téléphonique.

La plupart de ceux qui sont venus à la réunion l'ont fait en raison de leur intérêt personnel dans le sujet ou parce qu'ils voulaient entendre les membres de la Commission. (C'était certainement une bonne idée de faire venir ces deux adversaires politiques de vieille date dans

le même groupe d'étude, accompagnés du nouvel urbaniste et de l'architecte-conseil).

Si vous aviez demandé aux personnes à mesure qu'elles entraient "Qu'est-ce que l'ACU?", au moins sept sur dix n'auraient même pas su ce que représentaient les initiales. Raison de plus pour qu'on le sache avant d'entrer.

La prochaine fois, assurez-vous que 2 ou 3 membres, (préférablement des dames) se tiennent à la porte pour souhaiter la bienvenue à l'auditoire avec un sourire charmant et un dépliant d'information pour l'ACU. (Elles devront fournir le sourire elles-mêmes), par contre un approvisionnement de dépliants peut être obtenu gratuitement du bureau national). Au pis-aller, ces dépliants font des éventails excellents lorsqu'il fait trop chaud dans la pièce.

Mise en scène

Pourquoi ne pas avoir une banière portative (portant tout simplement le nom ACU et celui de votre succursale) affiché en évidence derrière les microphones, les tables et les chaises, ainsi que des aides visuelles sur la plate-forme? Même le membre le plus endormi s'en apercevra infailliblement à un moment quelconque de la soirée et il le recevra inconsciemment dans son esprit. Si une telle enseigne est placée d'une façon appropriée, les photographes ne manqueront pas de l'inclure à l'arrière-plan de leurs photos qui paraîtront dans les journaux, le jour suivant.

Alors comme nous sommes dans le sujet de la mise en scène, il serait peut être opportun de donner plus de soin à placer les gens et les panneaux sur la scène. Disposez la scène afin que ceux qui sont à l'arrière de la salle se sentent comme s'ils faisaient partie de l'assemblée comme ceux qui leur font face. Le lutin est censé aider le conférencier non pas le cacher de tous. Il n'y a aucune raison d'avoir des aides visuelles telles que des photographies agrandies, des cartes géographiques et autres, etc. si personne outre que ceux qui sont à l'avant, ne peut les lire.

L'éclairage et l'acoustique sont important aussi. Assurez-vous que l'éclairage et les projecteurs (si vous employez des diapositives ou des films) sont sous les soins de quelqu'un, et au foyer. Les systèmes d'amplification doivent toujours être vérifiés pour un bon rendement et volume avant la réunion, et non après que plusieurs tympans ont été défoncés par les remarques d'ouverture ou trop bruyantes.

Le réglage du temps est aussi important pour une réunion que dans l'exécution d'une opération militaire qui se veut réussie. Dans les deux cas, la planification et leur réglage sont la clé du succès. Il est important de faire en sorte que l'auditoire ne se rende pas compte de votre souci.

Inscription des membres

Votre modérateur a fait un travail excellent en terminant la discussion juste à temps. L'auditoire est sur le qui-vive encore et veut en entendre davantage. Peut être ne sait-on pas encore ce qu'est l'ACU mais les personnes présentes sont d'avis que ce ne fut pas une soirée perdue. Quels meilleurs temps et endroit pour une invitation à devenir membre.

C'est justement le moment où le président de succursale devrait faire son appel: "Mesdames et Messieurs, je vous remercie de votre attention et de votre participation. En quittant, je vous prierais de signer les feuilles de présence sur la table à la porte; prenez les imprimés gratuits qui sont là et si vous désirez devenir membre de notre succursale de l'Association Canadienne d'Urbanisme, notre président d'inscription se fera un plaisir de vous recevoir ce soir". Comment peuvent-ils résister — lorsqu'il est assis là, à la table, avec son carnet de reçus et stylo en main?

Le jour suivant, après que vous avez lu et entendu les rapports de la réunion — où chacun reçoit son dû — prenez le temps d'adresser des remerciements écrits à ceux qui vous ont mis dans les nouvelles. Contrairement à l'opinion populaire, même les rédacteurs sont humains, et réagissent favorablement à la gentillesse.

N'oubliez pas d'adresser un avis de votre prochaine réunion publique, à chacun de ceux qui ont signé le régistre, qu'il soit devenu membre ou non. Ils se rendront compte que leur présence vous tient à coeur.

R.P. — Sens commun

Il n'est pas difficile d'établir de bonnes relations publiques. Les principes en cause sont simples et peu nombreux. Nous n'en avons mentionné que quelques uns qui peuvent s'appliquer le plus efficacement aux efforts de l'ACU — la réunion publique — et nous savons que vous pouvez penser à beaucoup d'autres moyens.

Après tout, les relations publiques sont tout simplement un peu de sens commun — une denrée qui ne coûte réellement pas cher mais dont vous pouvez récolter abondamment et d'une façon très satisfaisante. Qui sait, peut-être qu'un jour la plupart des gens de votre ville sauront réellement ce que représentent les initiales ACU, et mieux encore, peut-être seront-ils membres de votre succursale.

Les objectifs de l'ACU consistent à "promouvoir la compréhension du public, sa formation et sa participation à la planification urbaine et régionale au Canada". Pour réaliser ce but, l'Association est organisée en succursales au niveau local, en divisions au niveau provincial, et à l'échelle nationale avec un bureau central à Ottawa qui administre les politiques dont décide un conseil national représentant toutes les divisions.

Il est banal mais vrai de dire que cette structure pyramidale ne peut être plus forte que les éléments qui en constituent la base — la succursale particulière. Il est également vrai que les succursales peuvent et doivent travailler au fondement même de la représentation locale de l'ACU en vue de l'améliorer. Notre stature provinciale et nationale en sera relevée en conséquence.

GRASS-ROOTS P.R.

By A. T. PATON
Assistant National Director, CPAC

Illustrations by J. Blache

or

How to Get the Most Mileage out of a Public Meeting Without Really Spending Any More Money

"CPAC? What's that? I never heard of it."

This all-too-common reaction by most Canadians to the Community Planning Association of Canada does not mean CPAC has been inactive or indifferent to the problems of Canada's growing communities. But it does prove that we haven't really done much of a public relations job across the country in our 20 years of existence.

Before you quit reading this, dismissing it as just another tirade in generalities, consider for a moment that last public meeting sponsored by your branch. Remember the one where that thoughtfully-chosen panel of well-known experts drew a record audience to discuss the hottest topic in town: the proposed urban renewal program?

You and your fellow-CPAC members did a real community service in staging that meeting — exactly the kind of thing that our Association's founding fathers had in mind back in 1946 when our charter was drawn. But, as has happened too often, the press and radio reports of the meeting next day didn't even mention the sponsoring body's name; your branch signed up no new members that night, even though three-quarters of the audience do not belong to CPAC; in fact, your branch executive was quite discouraged that only a handful turned out the following month to your regular business meeting.

This situation is unfortunately common right across the country. A comparatively few sincere and dedicated members, all volunteers in this citizens' organization, do a marvellous job in every way but selling CPAC to the public.

Let's take another look at the hypothetical meeting referred to above and see what could have been done to gain for CPAC the reputation it deserves (which is one concise way of defining P.R.).

Advance Publicity

Your program committee certainly did a good job in choosing the subject and lining up the panel. The fact the hall was filled with people eager to participate in the discussion proves that. But why, in the advance publicity, wasn't your branch given its rightful due as the organizer?

How NOT to stage a public meeting.

Comment NE PAS organiser une réunion publique.

Most radio and TV stations and newspapers devote free time or space to coming community events, especially of the type CPAC sponsors. Next time make sure they are given the facts and they know who gave them. Editors are busy people, but they appreciate a tersely-worded, typed double-space, news release which needs little or no re-writing. Put your name and phone number somewhere on the page, too. If they want more information, they'll call you, but the chances are they won't be bothered if they have never heard of CPAC or have to look it up in the phone book.

Of course, most of those who came to the meeting did so because of their personal interest in the subject and/or because they wanted to hear the panelists. (That was a smart idea having those two long-time political opponents on the same platform, along with the new town planner and the consulting architect).

If you had asked the people as they walked in, "What is CPAC?", at least seven out of 10 wouldn't even have known what the initials stand for. All the more reason to make certain they did know before they walked out.

Next time have two or three members (preferably female) stationed at the doors to welcome the audience with a friendly smile and a CPAC information leaflet. (The former they'll have to provide themselves; a supply of the latter is available free of charge from national

office.) If nothing else, these pamphlets make excellent fans when the room gets too hot.

Staging and Control

Why not have a portable banner sign (saying merely CPAC and your branch name) displayed prominently behind the microphones, the tables and chairs and visual aids you provide on the platform? Even the sleepiest member of the audience is bound to notice it sometime during the evening and have it imprinted unconsciously on his mind. If such a sign is positioned properly, photographers can't help but include it in the background of their pictures which will appear in the papers next day.

While we're on the subject of staging, perhaps more care might be given to positioning both people and props. Set up the platform so that those at the back of the hall can feel they belong to the gathering just as much as those facing them. The lectern is intended to assist the speaker, not to hide him from view. There's no point in having visual aids such as blown-up photos, charts, maps, etc. if no one except those in the front row can read them.

Lighting and acoustic are important, too. Make sure spotlights and projectors (if you're going to use slides or films) are manned and focused. Public address systems should always be checked for serviceability and volume before the meeting, not after several dozen eardrums have been shattered by the opening remarks squawking through loud and garbled.

How to sign up new members.

Comment inscrire de nouveaux membres.

Timing is almost as important in running a meeting as in executing a successful military operation. For both, planning and control are the keys. The trick here is not to make your concern about it obvious to the audience.

Membership Plug

Now your moderator has done an excellent job of bringing the discussion to a close right on schedule. People are still keyed up and eager for more. Maybe they still don't know what CPAC is, but they feel this certainly wasn't a wasted evening. What better time and place to plug for membership?

Here's when the branch chairman should move in with the punch-line: "Ladies and gentlement, thank you for your attention and participation. On your way out, please sign your name on the attendance sheet on the table at the door, help yourself to the free literature there and if you wish to join our branch of the Community Planning Association of Canada, our membership chairman will be glad to enroll you tonight." How can they resist — when he's sitting right there at the table, receipt book in hand and pen poised?

Follow Through

Next day, after you've read and heard the reports of the meeting — all of which give credit where credit is due — make a point of dropping a thank-you note to the news media concerned. Contrary to popular opinion, even editors are human and respond favourably to kindness.

Don't forget to send the notice for your next public meeting to each of those who signed the register, whether they subsequently became members or not. They'll at least realize you care and follow through.

Establishing good public relations isn't difficult. The principles involved are few and simple. We've cited only a few of the ways they can be applied to the most effective of CPAC's endeavours — the public meeting — and we know you can think of many more.

After all, P.R. is merely common sense — a commodity which doesn't really cost any money but can reap satisfying rewards. Who knows, maybe some day most people in your town will actually know what the initials CPAC stand for and, better still, will be active members of your branch.

CPAC's stated aims are "to promote public understanding of, education and participation in, town and regional planning in Canada." To do this, the Association is organized locally into branches, provincially into divisions, and nationally with a head office in Ottawa which administers the policies decided upon by a national council representing all divisions.

It is trite but true to say that this pyramid-structure can only be as strong as the units which comprise its base — the individual branches. It is also true that branches can and must do the "grass-roots" job of improving CPAC's local image. Our provincial and national stature will be enhanced accordingly.

THE HOUSING MARKET OUTLOOK

By W. R. KELLOUGH

The author is president of W. R. Kellough & Associates of Toronto, real estate consultants, appraisers and land economists. He belongs to several international professional organizations in these fields and currently serves as a governor of the American Society of Appraisers. Consultant to numerous private companies and public agencies, CPAC-member Kellough still finds time to own and operate an experimental beef farm.

AN ENORMOUS change in the single-family housing market has taken place in Canada during the past three years. Superficially characterized by a drop in the construction of housing, this change is of greater significance than the current recession in building activity would indicate. In the last 20 years housing construction has suffered several recessions of equal or greater magnitude.

What to me sets this period apart and emphasizes the probable future implications is the distinct impression that its causes are quite different from those of any other decline experienced in the housing construction industry since the Second World War.

It is axiomatic that changes in the real estate market occur because of changes in the ratio between supply and demand. To understand the market, therefore, it is necessary to analyze the factors which might influence significantly the demand for and the supply of residential accommodation. In doing this it may well be possible to achieve some prognosis of the future outlook of residential construction activity.

The demand for residential accommodation is dependent upon several factors: rates of population growth; changes in the structure of population; levels of income; the cost of financing; individual taste and preference.

Population Growth

Nowhere in Canada, or indeed in all North America, has population growth been greater than in Metropolitan Toronto. The population is growing at a rate of 3% annually, while in Canada generally it is less than 2%. During the most recent decennial census period, 1951 to 1961, Metro Toronto had a population growth of 44.9% or 501,000 people. Adding the human equivalent of another Sarnia or Peterborough annually must also add every year the material equivalent of these two cities in housing, schools, roads, stores, offices, plants and services.

This trend has accelerated since 1961. Toronto's annual growth rate went from 2.4% in 1962 to 3% in 1963, 3.3% in 1964 and 3.8% in 1965. The rate of growth for the period 1961 to 1965 was 13.2%, exceeded percentage-wise only by Calgary and Edmonton, and substantially larger than that of Canada's biggest city, Montreal.

	Population June, 1965	*Gain Since 1961 Census*	*Percentage Increase*
Montreal	2,321,000	212,000	10
Toronto	2,066,000	242,000	13.2
Vancouver	850,000	60,000	7.6
Winnipeg	490,000	15,000	2.9
Ottawa	482,000	53,000	12.2
Hamilton	431,000	36,000	9.1
Quebec	392,000	35,000	9.6
Edmonton	385,000	48,000	14.1
Calgary	323,000	44,000	15.7
Windsor	206,000	13,000	6.5
London	196,000	15,000	8.1

Population Structure

Since the basic unit for the demand of housing accommodation is the family, changes in family formation are probably even more important than population estimates in the calculation of housing demand. In Metro Toronto, as elsewhere in Canada, the characteristic features of the population in the 1960's has been an increase in the number of young families. In the past several years the number of families in which the head of the household is under 25 has increased substantially. The 1961 census shows that 33.8% of Metro Toronto residents are less than 20 years old; while a total of 70% are under 45 years of age. This circumstance alone provides a cogent reason for the upswing in the demand for apartment accommodation, as this

High-rise apartment buildings, such as these in Toronto's Moss Park, are now going up in most Canadian cities. Note adjacent contrasting housing accommodation. Provincial government complex at Queen's Park is just visible in upper left-hand corner of this aerial photo, taken last November by Lockwood Survey Carpn. Ltd.

type of young family are predictably those who demand apartment space.

Very few apartment buildings were constructed in Toronto in the 1930's and the 1940's and, in comparison with similar-sized regions in Canada and the United States, relatively few even in the 1950's. What is more astonishing perhaps than the accelerated rate of apartment construction in the last three years is the fact that it was not of even greater magnitude.

Assuming that past patterns of family development continue, the next major change in population structure will be an increase in the number of families with a first child; and when this occurs there should be a substantial change in the demand for housing accommodation from apartments to single-family homes.

All indices available on population growth and structure for the Metro Toronto region indicate the production of a heavy demand with an accompanying sharp increase in residential construction for the balance of this decade. In terms of population analysis, therefore, the future outlook for residential construction appears distinctly optimistic.

Income Levels

While analysis of population increases and changes in population structure provide the information necessary to determine housing need, that need can only be translated into demand when people have the financial ability. In this respect Metro Toronto residents are extremely fortunate, for the average level of family income is one of the highest in Canada.

The area comes as close to full employment as a free society can reasonably expect. While there are an estimated 30-35,000 men who are unemployed in the Metropolitan region, there are thousands of jobs standing open in hundreds of trades. Most of the people listed as unemployed are unemployable for lack of education or training, or for personal reasons of some sort, and in many cases are not actively seeking work. The principal strength in the area is the fact that the vast majority of its nearly 5,000 manufacturing plants are small. Less than 20 have more than 1,000 workers, while only 190 have more than 2000, and the average factory has 45 workers.

With the great variety inherent in its industrial plants, Metro Toronto is rapidly emerging as not only one of the most dynamic but also one of the best balanced economies in Canada. In addition to being a relatively high income area, there is considerable evidence to suggest that the asset position of residents is steadily increasing. Rapid increases in property values have greatly enhanced the equity position of home owners, many of whom could, if they wished, translate their equities into financing for the acquisition of additional property.

The analysis of income and wealth, therefore, suggests that in the middle of this decade the residents of Toronto, at least, are in a position to finance the acquisition of larger and better housing accommodation.

Financing

The vast majority of real property transfer occurs with the assistance of credit. For this reason the terms and conditions under which such credit is available have considerable influence on the volume of real estate transactions. Sources of mortgage monies have remained relatively unchanged for the last ten years. It is still largely supplied by life insurance or trust companies.

The availability of mortgage funds is to an extent, paradoxical. While the total amount of mortgage money lent in all fields has increased annually, the number of units for which mortgage funds were provided has actually decreased. In 1954 the Canadian average was about $9,700 for each mortgage. The years later, an average mortgage amount was $21,000. This trend has continued, and in 1966 an average mortgage per security exceeds $26,000.

To an extent these figures are misleading because they refer to mortgage securities which cover not only commercial and industrial property in addition to housing, but also many large apartment blocks and row housing developments which would be considered as a single security. While there was considerable construction in apartment buildings going on in 1954, it was by and large confined to three or four-storey walk-up buildings, ranging from ten to 40 suites; whereas in 1966 apartment construction is largely involved with multi-storey structures ranging from 50 to 200 suites.

An additional item has been the increase in the individual amount of mortgage granted on single-family units, engendered firstly by the increase in the percent of mortgage to value ratio upped from an original 60% to 66-⅔% and finally to 75% of appraised value; and secondly, the general rise in the value of such properties which has increased the dollar amount of mortgage based upon these percentages. National Housing Act mortgages, once with a ceiling of $12,800, have been increased over the years to a current maximum of $18,000 per unit.

The attraction of mortgage funds to apartment buildings as an investment security, while providing for an increase in the total number of housing units constructed, has very obviously shifted the emphasis away from single-family residential construction, and the cumulative effect of the granting of larger mortgages on individual housing units has still further accelerated the trend. In 1963, of the total housing under construction, apartments and row housing represented a phenomenal 70%; in 1964 it increased to 77%; and in 1965 to 87%.

Vancouver's West End, located between downtown and Stanley Park, is being transformed from an area of single-family dwellings to one of high-rise apartments.

Purchaser Preference

One of the most difficult elements to measure in the analysis of housing demand is that of individual preference. As indicated, there has been a tremendous upsurge in the demand for apartment space during the last three years — a fact reflecting as much the difference in age patterns of the population and an increase in the number of families with young household heads as it has been a change in taste and preference. Generally, the single-family house still appears the choice of the majority in meeting space demand and preference requirements.

An increasing number of home purchasers buy more expensive properties with lower and lower down payments and ever higher debt ratios. This trend has, on the one hand, changed radically the type of housing unit now being constructed; and, on the other hand, has very considerably increased individual mortgage commitments.

It has been suggested that it is a competition of purchasers which has pushed the price of land and building costs to the present extraordinary level. This is, unfortunately, an over-simplification. The purchaser competition is at a more basic level and exists between the developers acquiring raw land in the first instance and builders seeking house lots in the second, coupled with the attitude and activity of municipal government.

Typical Toronto suburban and urban (centre) houses which today sell for $15,000 or under. Such accommodation represents nearly 40% of current single-family dwellings on the market.
— Photos by author

As a result of the implementation of official plans in many municipalities, there has been an increasing trend towards the control of the direction of growth which, coupled with practical and topographical considerations for the installation of services, has reduced the land available for development purposes. Where once a developer could jump beyond the band of high-priced land and create a subdivision lacking in such essential services as sanitary sewers, recent regulations prohibiting septic tanks has created the situation that it is the most expensive land available which must be developed. This, coupled with municipal insistence upon ever-increasing service installations being provided by the developer, has created a situation whereby the traditional ratio of land value to total unit cost of one-fifth or 20% is now meaningless, and the current ratio is now one-third and in some instances almost one-half the cost of the total unit.

Increasing sophistication on the part of the potential purchaser in his desire for gadgetry, garages, carports, installed appliances, landscaping and interior decorating, has still further increased costs to a point where basic housing now represents anywhere from four to six years gross income. The average price of 1,000 new homes recently sold in Metro Toronto was $23,800, and as a result much has been written in recent months about the complete lack of low-priced housing in this area.

Toronto Situation

Two basic statements have been the principal theme of the argument advanced. The first is that the low-cost house has vanished and the man earning less than $7,000 per annum finds it virtually impossible to buy his own home. The second is that the various levels of government — Federal, Provincial and Municipal — have allowed speculators to run wild throughout the region while taking no steps to assure low-cost homes by the early acquisition of land or the current expropriation and subsidization of land.

While there is a grain of truth in both of these statements, they are, like most generalizations, an over-simplification of the problem. While it is indeed true that there have been no new houses built in the Toronto area in the last 12 months much under $18,000 in cost, and the mean average of those that were built ranged from $21 - $22,000, there is still a vast supply of used housing space constantly becoming available on the market at much lower prices than current new housing.

Of Metro Toronto's current single-family housing stock of approximately 315,000 units, nearly 40% would be valued on the market today at $15,000 or less, while a full 60% would have a value of less than $18,000, the price at which new housing generally begins.

It has been estimated that the average urban family moves every three to five years, and while a fair proportion of this would be attributable to apartment dwellers whose average tenure is two years, a very conservative figure of a ten-year cycle would seem acceptable, so that at least 10% of the total housing stock is available for purchase in any given year. If the ratios of existing housing stock are used, then 40% of this 10% turnover would be valued at less than $15,000. In fact, this last figure is probably a great deal higher since experience indicates that lower-priced units turn over at a more rapid rate than higher-priced houses.

The general increase in housing values and the consequential increase in equity position of home owners, coupled with inflated price ranges in new housing, would indicate that the bulk of such purchases are by families moving into their second, third or even fourth home, and relying upon their equity position for a portion of the purchase price. This fact is not always evidenced by increased cash equity in the new premises, but often by a reduction in overall carrying charges from the income obtained from a mortgage held on the vacated premises.

No individual residential area is static between inception and decay; and while one area might increase in value, another will decrease so that there is a constant revolution in the value of housing units and, despite the loss of lower-priced units for redevelopment purposes, the number of units in the lower-price range remains relatively static. It would seem then that the concern for the lack of medium and low-priced single-family accommodation is misplaced and that such concern as is currently being expressed would be better directed towards the future and the inflationary trend which, although not out-pacing the general affluence of the com-

munity, will towards the end of this decade tend to out-pace the increase in community income levels.

The second statement, that the Federal, Provincial and Municipal governments are at fault for not taking steps to assure low-cost land, is again more apparent than real. One of the basic problems with respect to low-cost housing is its need for the low-income family, and this almost directly prohibits the use of suburban land with high transportation costs. A seemingly neglected factor is also the high cost of carrying vacant land.

It has been estimated by development firms who specialize in land-bank, long-range buying that the carrying charges of land, including interest, taxes and maintenance, range as high as 10% or 12% per annum. Land which could have perhaps been purchased in the inner suburban areas in 1950 for $1,500 per acre would today, at a carrying rate of 10% compounded annually, cost nearly $7,000 per acre. If to this sum is added the loss in assessment to the municipalities concerned, represented by the land remaining vacant for 15 years, the present cost figure for such land might well exceed the current costs of land for residential purposes.

Municipal Problems

The superficial answer for the spiralling cost of single-family housing is an increase in density which can be accomplished with row housing or, as we prefer to call it, town housing. While this is the obvious answer to increasing land and servicing costs, it carries with it burdensome economic problems for the municipality. School costs, which are absorbing a larger and larger portion of the yields of assessment, are a pernicious problem. A report by the Planning Department of the Township of Scarborough, which has the highest ratio of single-family dwellings in all the municipalities of Metro Toronto, indicates that the assessment from a row house for school purposes is $193 below the per-pupil cost of education. Even single-family detached dwellings in the medium-priced range fall more than $100 below this cost.

As a result, most municipalities favour apartment construction where the lower number of school-age children amongst the residents produces a credit ratio for the assessment and education costs, and attempt to increase the value of single-family homes constructed in order that the assessment may bear a more equitable relation to school costs, a circumstance which compounds the existing economic trend toward higher-cost housing accommodation.

It would seem, then, that we are faced with a paradoxical situation. There will be an increasing demand for single-family housing as young families obtain their first child, while at the same time the cost of new housing accommodation increases substantially each year, and the obvious method of providing lower-cost accommodation by an increase in density is economically unsound for the municipality.

There is a constantly growing criticism that local municipalities should be relieved of the main burden of the costs of education and that these costs should be assumed in large measure by the Provincial government. While this might be the solution, it is one that thus far has met with firm resistance by the Province of Ontario and, if it comes at all, will probably come too late to alleviate the present circumstances.

New Concept Needed

Although the entire community benefits by increasing educational opportunities and increased educational levels, the principal beneficiaries are commerce and industry. As a result of the present population trend towards urban living, we have in large metropolitan centres developed immense problems with a combination of urban sprawl and transportation, and the time is rapidly approaching (if it has not already been passed) when some major revolution must occur in the concept of urban development.

There is no fundamental reason why suburban communities should not be developed with an integrated association of residential, industrial and commercial utilities. It is not impossible that new communities should be so designed that the average home owner can walk to work, and while this cannot obviously be applied to all residents of such communities, it could and should be applied to such proportion of them that the congestion of roadways to the central core of the metropolitan region could be much relieved. While as a nation we attach an extraordinary significance to the automobile, it seems a complete renunciation of common sense that the increased leisure time toward which we are urged by a combination of unions and automation should be taken up by an increase in the time of commuting from residence to work.

If the concept of communities with an integration of industry, commerce and residence is an accepted solution to many of the problems of urban development, then a not-unreasonable further step might be an increased participation in community requirements by commerce and industry.

There are many advantages which can be anticipated for future community development if industry, when contemplating a site for the construction of new factory or office premises, should consider the acquisition of additional land for the development of residential and commercial utilities in association with their manufacturing premises. The development of such surrounding land, subsidized in part by the concern involved, with an increased density of single-family residences and educational costs offset by the factory and commercial assessments, would be one method of producing medium and low-cost housing, reducing commuting time and traffic congestion, and relieving the economic burden currently placed upon municipalities.

news, views and notices:

PARKS AND RECREATION

Forecasting close to 50 million visits will be made to Canadian National Parks in 2000 A.D., Northern Affairs and National Resources Minister Arthur Laing promises the "economies of recreation" will receive increasing government attention in the years ahead.

"The days when parks will be justified solely on the basis of emotion and sentiment are drawing to a close," Mr. Laing told the Canadian Forestry Association recently. "We are going to have to show that the allocation of resources to park and recreation purposes is good business. There may well be many cases where the best use of natural resources, for the good of society as a whole, will be to leave them alone and not subject them to extractive use. A standing tree, an undammed stream, an ungrazed meadow may well have more value to society than if it had been actively used."

"With the urgent need of protecting and preserving the natural beauty of Canada and the equally urgent need for providing outdoor recreation areas for future generations," the federal minister concluded, "we have all been passed a double torch and they are both red hot."

The Community Planning Association of Canada has been well aware of these needs for some time, and welcomes this assurance of imminent action on a national outdoor recreation policy.

URBAN ACTION

"None can predict the shape of his life with any certainty, yet one thing is sure. It will be lived in cities. By the year 2000, four out of five Americans will live and work in a metropolitan area. . . . If we begin now the planning from which action will flow, the hopes of the 20th Century will become the realities of the 21st."

Thus did President Lyndon B. Johnson preface his remarks urging Congress to adopt the Demonstration Cities Act of 1966—a bill to assist city demonstration programs for rebuilding slum and blighted areas and for providing the public facilities and services necessary to improve the general welfare of the people who live in these areas.

In Canada, faced with comparable urban growth statistics, the full impact of the 1964 amendments to the National Housing Act are just beginning to materialize. Under this federal legislation, CMHC last year financially assisted 21 municipalities to undertake urban renewal studies, contributed to the preparation of 26 urban renewal schemes and aided seven municipalities in implementing previously-approved schemes.

INDICTMENT

The unromantic persuasion of (today's) architecture to ascepticism and absorption in technological function has stripped from it any sense of mystery. Future ruins will reveal no more to the archeologist of man's philosophy than will an empty bird's nest—mere evidence of a departed occupant.

—Anita Aarons in JOURNAL of the Royal Architectural Institute of Canada.

"I'll bet you never dreamed you'd be married to the Chairwoman of the Greenville Safety and Planning Commission."

©1965 The New Yorker Magazine, Inc.

REGIONAL PLANNERS' COURSE

A new course to help meet the demand for planners in Canada has been established at the University of Waterloo in Ontario. The four-year scheme leading to a bachelor of arts degree is the first undergraduate course of its kind in Canada.

Most encouraging about the program is the type of planner it will turn out. He will be a new breed, trained to handle problems from a regional viewpoint. The course comes not a minute too soon for municipalities, government departments and planning agencies. They have been advertising throughout Europe for all kinds of planners. So far they have had very little success and, as Europe becomes increasingly affluent, the future looks equally bleak.—CIVIC ADMINISTRATION

L'EMPHASE SUR LA REGION

La planification régionale est inévitable si la population du Québec veut voir sa province se développer, de dire Pierre Laporte, ministre des Affaires municipales du Québec.

"Des changements importants dans l'organisation municipale doivent être apportés à mesure que les services requis par les contribuables deviennent plus diversifiés," a-t-il observé, en se reportant à la planification urbaine, à la purification de l'eau et aux facilités municipales de récréation, trois rubriques où l'approche régionale est importante.

Le ministre disait que vingt-cinq municipalités du Québec ont déjà été amalgamées, 30 autres sont en voie de l'être et 40 autres ont demandé une aide du ministère pour réaliser une amalgamation.

PROJETS DU CENTENAIRE

Alors que la publicité a visé particulièrement les bâtiments merveilleux qui surgissent à l'emplacement d'Expo 67, Montréal ne sera aucunement le seul centre au Québec qui aura des formes futuristes et une architecture imaginative pour le 100e anniversaire du Canada.

A peu près chaque cité et ville dans la province se préoccupera cet été de préparer quelque nouveau service qui,

si ce n'était du fait d'octrois généreux de la part du fédéral et de la province à l'égard du Centenaire, aurait mis plusieurs années à se présenter.

Au moins 77 projets du Centenaire approuvés par le gouvernement, coûtant plus de 25 millions de dollars au total, sont présentement en cours. Ils varient quant à leur genre depuis un centre culturel, des bibliothèques, des auditoriums, jusqu'à des piscines, des centres récréatifs et des parcs. La Gazette de Montréal remarquait récemment "l'expression libre que les architectes ont donnée à leur imagination a compensé fréquemment dans le modèle ce dont le projet pouvait être déficient d'originalité."

planning vacancies:

Charge for advertisements: $25 per insertion to CPAC sustaining members, $40 per insertion to non-members.

CORPORATION OF THE CITY OF OTTAWA, OTTAWA, ONTARIO.

Planner III

Duties: Under direction to carry out a variety of assignments including subdivision and zoning review and processing of official plan and urban renewal studies.
Qualifications: University degree in town planning or degree in related field with post-graduate studies in planning. Eligible for membership in the Town Planning Institute of Canada.
Starting salary up to $8,800.
Apply: Personnel Department, Room 406, 4th Floor, City Hall, 111 Sussex Drive, Ottawa 2, Ontario.

CENTRAL ONTARIO JOINT PLANNING BOARD, OSHAWA, ONTARIO.

Senior Planner

Applications are invited from qualified and experienced planners for the position of Senior Planner with a newly established regional planning board with interesting and varied approved planning program.
Duties: To act as assistant to Director of Planning and undertake studies leading to preparation of regional plan in planning area for 240 square miles, 120,000 population and 6 municipalities, located 30 miles east of Toronto.
Salary to be negotiated. Permanent Position. Fringe Benefits. New offices. Regional Government study contemplated.
Apply: Director of Planning, Central Ontario Joint Planning Board, Oshawa Shopping Centre, Oshawa, Ontario.

OAKVILLE PLANNING BOARD, OAKVILLE, ONTARIO.

Planner

Qualifications: Degree in planning or related field, eligibility for membership in T.P.I.C., responsible experience will be taken into account.
Duties: To assist on general projects, with particular emphasis on long range planning and development forecast.
Salary Range: $6,300-$7,150.
Apply: Planning Director, Oakville Planning Board, P.O. Box 310, Oakville, Ont.

THE CORPORATION OF THE CITY OF VERNON, VERNON, B.C.
(Population 11,250)

Town Planner

Applications are invited and will be received by the undersigned for this new position which is to be filled immediately. Experience is desirable but consideration will be given to applications without. Must possess professional status (Planning Institute of B.C. or Town Planning Institute of Canada) or be capable of becoming so registered. Incumbent to assume responsibility for and undertake studies pertaining to town planning, zoning and subdivisions, advising and reporting to City Council (and Advisory Planning Commission) on such matters.
Please state full particulars as to education, professional qualification and status, experience, age, marital status, salary expected, and when available, etc., to Mr. Ian Garven, City Clerk, Vernon, B.C.

CAPITAL REGION PLANNING BOARD OF B.C., VICTORIA, B.C.

Planner

Salary Range: $8,000 - $9,400. Starting salary dependent on qualifications. The position provides a variety of experience in both local and regional planning in an area of seven municipalities and 175,000 people.
Persons with professional planning qualifications and at least two years experience may apply to: A. H. Roberts, Director, Capital Region Planning Board of B.C., 918 Government Street, Victoria, B.C.
Applicants specializing in statistics will be given preference but applicants with other background should not hesitate to apply.

cpac national library:

These recent additions to the bookshelves of CPAC's National Office library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books will be sent by mail on the understanding that postage will be paid by the borrower.

THE SEARCH FOR ENVIRONMENT (The Garden City: Before and After) by Walter L. Creese. McGill University Press, Montreal, 1966. 360 pp. $15.00.

URBAN RENEWAL: THE RECORD AND THE CONTROVERSY. Edited by J. Q. Wilson. The M.I.T. Press, 1966. 683 pp. $12.50.

MAN'S STRUGGLE FOR SHELTER IN AN URBANIZING WORLD, by Charles Abrams. The M.I.T. Press, 1966. (Paperback). 307 pp. $2.45.

COMMUNITY ECONOMIC DEVELOPMENT EFFORTS, by F. A. Praeger, New York, 1966. 349 pp. $7.50.

NEIGHBORHOOD GROUPS AND URBAN RENEWAL, by J. Clarence Davies III. Columbia University Press, New York, 1966. 235 pp. $6.75.

TOWARD NEW TOWNS FOR AMERICA, by C. S. Stein, with an introduction by Lewis Munford. The M.I.T. Press, 1966. (Paperback). 263 pp. $2.95.

PERCEPTION AND ENVIRONMENT: FOUNDATIONS OF URBAN DESIGN. Edited by Robert E. Stipe. Institute of Government, University of North Carolina at Chapel Hill, 1966. 111 pp. $2.50.

COMMUNITY PLANNING ASSOCIATION OF CANADA
L'ASSOCIATION CANADIENNE D'URBANISME

Published quarterly by the National Office, Community Planning Association of Canada. Editorial material may be reprinted or used on radio or TV without special permission but acknowledgement will be appreciated. Contents listed in the Canadian Index to Periodicals and Documentary Films. Authorized as second class mail by the Post Office Deparment, Ottawa. Individual membership in CPAC, including annual subscription, $5.00; subscription only, $3.00; single copies, .75c; annual student membership, $1.00.

Publié trimestriellement par le bureau national de l'Association canadienne d'Urbanisme. La matière rédigée peut être réimprimée ou employée à la radio ou à la télévision sans obtenir préalablement une permission spéciale; un crédit serait tautefois apprécié. Le contenu est inscrit à l'index canodien des périodiques et des films documentaires. Autorisé comme matière de seconde classe par le ministère des Postes, Ottawa. Membre particulier de l'ACU, y compris souscription annuelle, $5. Membre particulier seulement $3. 75c par exemplaire. Etudiant membre, $1 par année.

PATRON:
The Right Honourable Vincent Massey, C.H.

NATIONAL PRESIDENT:
Dr. Harold R. Baker, Saskatoon, Saskatchewan

VICE-PRESIDENTS:
Prof. R. Grahom Murray, Halifax, Nova Scotia
Roland Lemieux, Arvida, Québec

IMMEDIATE PAST PRESIDENT:
F. Joseph Cornish, Toronto, Ontario

NATIONAL COUNCILLORS:
T. McDonald, Vancouver, British Columbia
D. L. Makale, Edmonton, Alberta
C. W. Pool, Regina, Saskatchewan
A. G. Moffatt, Winnipeg, Manitoba
B. A. Diekman, Toronto, Ontario
Mrs. H. A. Elliott, Kingston, Ontario
Jacques Simard, Montréal, Québec
G. Mackie, Fredericton, New Brunswick
G. G. Gomery, Halifax, Nova Scotia
Samuel J. Hefferton, St. John's, Newfoundland

COUNCILLORS-AT-LARGE:
Prof. R. Graham Murray, Halifax, Nova Scotia
W. T. Lane, Vancouver, British Columbia
Dr. F. Gerald Ridge, Willowdale, Ontario
Charles Langlois, Sherbrooke, Québec
Hazen Sise, Montréal, Québec
Dr. A. E. Berry, Toronto, Ontario

NATIONAL DIRECTOR:
Major-General M. L. Brennan

ASSISTANT NATIONAL DIRECTOR and REVIEW EDITOR:
A. T. Paton

NATIONAL OFFICE:
425 Gloucester Street, Ottawa 4, Ont.

postscript

Only once in a hundred years is one invited to the celebration of a centenary. The occasion is not only a time to refurbish old monuments, create new amenities, and bolster existing cultural activities. It gives us an opportunity to pay attention to what is significant in the social, political and intellectual development of our country and in its present environment.

We wish to know by what road our ancestors travelled to make it possible for Canada to celebrate 100 years as a nation. The object is not to gossip about people along the way who committed errors in driving or who behaved extravagantly in office, but to learn by what path Canada emerged from the wilderness on to the relatively bright uplands she enjoys today.

Our past was not drab. It was exciting in its happening and diversified enough to suit the most exacting storyteller. It was full of sharp contrasts, both in motive of exploration and method of settlement. Study of that past concerns us as children of our fathers; what we do at the time of our centenary concerns us as fathers of our children.

We must not be seduced by our bravery of tall office buildings and our abundance of suburban villas into forgetting the old decaying log cabins from which our forefathers sallied forth to build our society and our economy.

It is true that we cannot drive into the future looking in a rear-vision mirror, but, as the revolutionary writer Edmund Burke said: "People will not look forward to posterity who never look back to their ancestors."

Confederation saw the coming together of three or four racial and political groups, some of whom had been bitter enemies of the others. They reached the conclusion that they had to live together, and that they needed a frame into which they would fit. They realized that we are all part of the whole, that no man, no municipality, no county, no province, can contribute effectively to Canada's well-being by working compulsively as an individual at parochial problems.

We can see more light than darkness in Canada's future, but intelligent effort is needed now in order to make sure of its brightness. Not, indeed, that we can expect to write a script in 1967 to which no postscripts need be added. Changing our ways has been a process going on in human affairs ever since the beginning of history The object now is to move beyond old errors, not to perpetuate the memory of them; to build a good present and prepare for a better future.

Next year is a new year with no mistakes in it yet. If we face it with assurance, resolved to bear turns of fortune with manful spirit and to add what good we can to the great goodness we inherited, future generations may remember us and say: "These people saw a vision in dark and troubled days, and though tyranny raged in many parts of the earth they built a shining nation out of the dust."

—Courtesy Royal Bank of Canada Monthly Letter

REVUE CANADIENNE D'URBANISME

VOL. 16, NO. 2 ÉTÉ 1966